



**COMMUNITY PLANNING REVIEW**  
**REVUE CANADIENNE D'URBANISME**

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# COMMUNITY PLANNING REVIEW

## REVUE CANADIENNE D'URBANISME

Editor: ERIC BEECROFT

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COVER ILLUSTRATION. *John Leaning's map represents the direction and density of urban growth in the Toronto-Hamilton region, sometimes referred to as Mississauga.*

L'ASSOCIATION CANADIENNE D'URBANISME  
COMMUNITY PLANNING ASSOCIATION OF CANADA





PARLIAMENT HILL, viewed from an overlook on Nepean Point.

COLLINE DU PARLEMENT. Les édifices du Parlement vus de la pointe Nepean.

## ACQUISITION OF LAND TO ESTABLISH A GREEN BELT AROUND THE NATION'S CAPITAL

Statement by the Prime Minister, The Right Honourable John G.  
Diefenbaker, in the House of Commons on June 18, 1958

Mr. Speaker, I wish to make an announcement at this time regarding the establishment of the green belt around the city of Ottawa. The government has now decided to recommend to parliament the necessary measures to make it possible for the crown to acquire ownership of what is known as the green belt around the nation's capital, so as to do what is possible to ensure that the development of the capital area over the long-term future will be in accordance with the national importance and significance of this city. To achieve these ends will require suitable general powers in a bill to establish the national capital commission, as well as to set up the authority over a period of several years for the crown to lend money to the commission to be invested in the purchase of the requisite lands for the purpose.

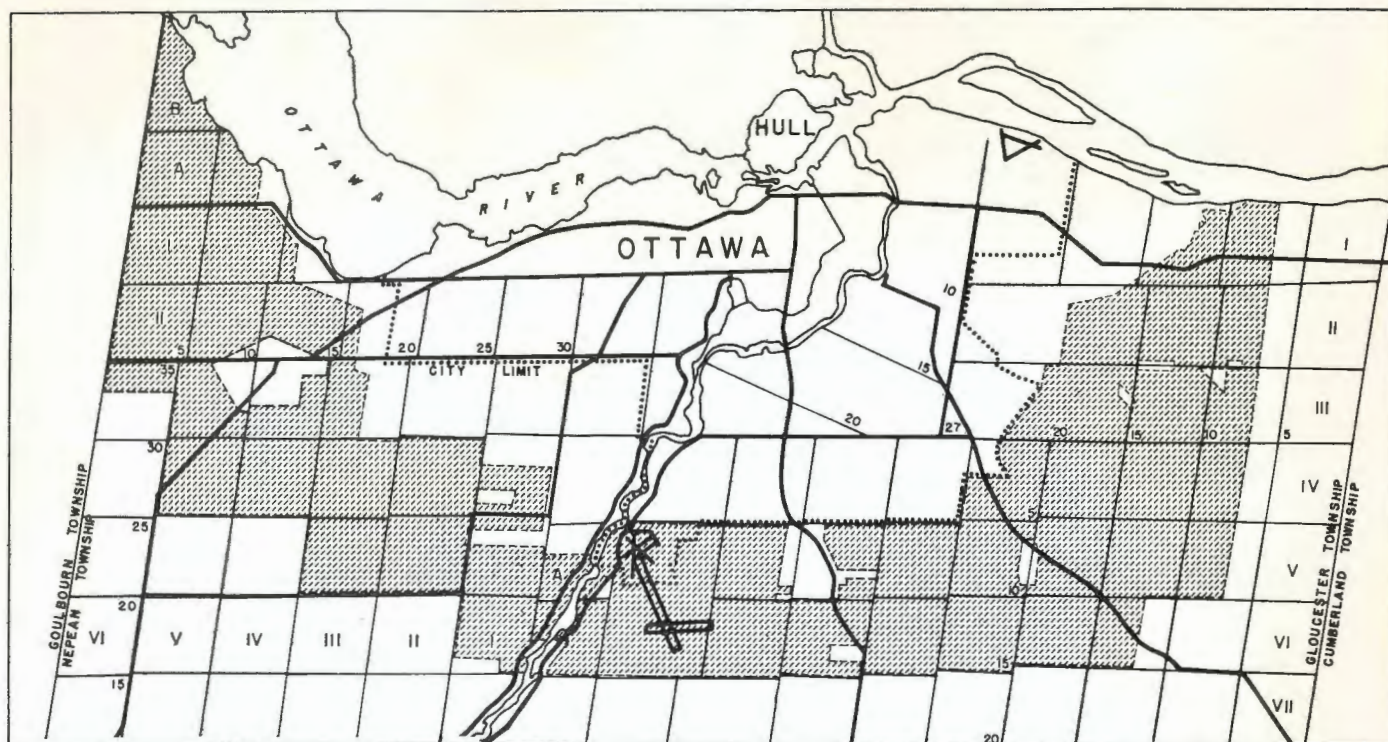
This project, as the house knows, was considered by a joint committee of the Senate and the House of Commons two years ago and approved by that committee, with the suggestion that the possibility of achieving this purpose by the use of provincial legislation should be further explored. The government has reached the conclusion that only the acquisition of the land by the crown under the authority of parliament offers any assured hope

of achieving this important long-term objective which we believe the committee had in mind.

It has been suggested that the legislature of Ontario might pass legislation to establish this green belt, which would have the effect of taking from private owners of the lands, particularly within the confines of the green belt, the values they could get by developing it for purposes inconsistent with the restrictions necessary to achieve the purposes and aims of setting up the green belt. Such legislation might well give rise to valid arguments that the owners had a legitimate claim for compensation from the province of Ontario because of the effects on them of action taken to accomplish this national purpose. Such problems do not arise under the plan which the government proposes to place before parliament, under which the crown will buy the property and lease it subject to the restrictions necessary to accomplish the purpose.

The details concerning the areas to be included in the green belt, the limitations of the use to which lands therein may be put, will be worked out for the approval of the government by the federal district commission after consultation with the local authorities concerned. Broadly speaking, the area and uses will be those placed before





BOUNDARIES OF THE 37,500-ACRE GREEN BELT. *Federal District Commission.*

FRONTIÈRES DE LA CEINTURE VERTE—37,500 ACRES. *La Commission du district fédéral.*

the joint committee in 1956. Some modifications will be desirable which have regard to the developments which have occurred since that time. The government wish to be sure that local views as to the precise details shall be taken into account.

I should like to emphasize that this is a long-term project undertaken in the national interest. It is not a short-term one nor one that has been undertaken at the request of the local municipalities. Experience has shown that unless effectual control is exercised, cities tend to sprawl out into suburbs, resulting in what is called ribbon development, in a manner that is quite contrary to and inconsistent with the long-term planning that is necessary and essential if the capital of Canada is to be preserved and developed so that it will be a capital city of which this generation and succeeding generations can and will be proud.

By investing a reasonable sum now to acquire title to the lands on the boundaries of the city the people of Canada, through parliament, can be assured of that control which is necessary before further developments take place which may indeed result in action being taken too late. During the early years after the land is acquired the rents received for it may not be as much as the interest on the funds borrowed to purchase the lands in question, but the government is confident that over the long-term period the investment will be found to be worth while financially, as well as being necessary to achieve the important purpose which we and the people of Canada as a whole, I believe, have in mind and desire.

I would suggest that the details concerning this matter can best be discussed when the national capital bill is before the house, which I hope will be at a very early date.



## EDITORIAL NOTES

Two main themes have been adopted for this issue of the REVIEW and for the program of the National Planning Conference which will take place in Toronto from the 21st to the 24th of September. One theme is regional planning, and the other — to use the title of Mr. Levin's thoughtful article — is *The Cobweb Curtain*, that "insubstantial barrier" which prevents the three levels of government from joining forces in concerted effort.

Added importance is given to these two themes by the fact that they will inevitably loom large on the agenda of the meetings which will soon take place between the Federal Cabinet and the Canadian Federation of Mayors and Municipalities.

Too often, when the financial plight of the municipalities is described, the related problems of administration and procedure are not faced. It is the need for financial help which is usually stressed; but financial arrangements are of questionable value if the careful planning of public works — and of the budgets which must accompany them — have not been adopted as a standard practice. Municipalities should be in a position to present to their own voters, as well as to the senior levels of government, well-considered long-term programs.

As a first step therefore toward remedying the plight of the municipalities, we should see that the procedures used by the municipalities of the urban region among themselves and in their relationship with the senior levels of government are such that concerted effort is assured in the planning and financing of programs for municipal utilities, housing, roads, water and soil conservation, air pollution and parks and recreation areas.

Capital works budgeting for such programs is exceedingly difficult if not impossible to accomplish today without regional planning and regional government, for the simple reason that the voter and his town councillors do not have jurisdictions commensurate with the physical facilities they require. Technology has been revolutionized while forms and habits of government have remained unchanged.

The distinguished American administrator, Luther Gulick, told a Congressional Committee on June 10 that

"the split jurisdictions we now have tend to thwart the rise of metropolitan leadership. . . . Few men and women who rest back on small constituencies rise up with broad area-wide solutions and plans for action. They tend . . . to be over-influenced by . . . local interests rather than to lead toward the broader horizons — then to be completely frustrated into doing nothing-ism when they find that solutions cannot be found by bits and pieces."

The forces making for wider planning areas have been described recently by ONTARIO PLANNING as follows:

"The expansion of population in our urban communities, the greatly increased use of automotive transportation, the development and improvement of telephone service, the preference of many people for so-called 'suburban living', and changes in the nature of the economy and in industrial and commercial orientation and techniques have caused this extension of the limits of the physical community. These forces did not come into play yesterday, of course — they have been at work for many years, and they are still continuing. Their effect over the past dozen years upon our urban communities and upon the once rural areas in between, has been explosive. It is this that has prompted recent demands for establishing planning programmes on a wider territorial basis."

Important progress has been made in Ontario by co-operation between municipalities and Province — for example in the intensive planning study of the Niagara Peninsula, in the establishment of large planning areas around Metropolitan Toronto, Hamilton-Wentworth, Ottawa, and the Lakehead municipalities. In the West, the progress of the Lower Mainland Planning area of British Columbia and the large planning areas around Edmonton, Calgary and Winnipeg is deservedly well-known. But in many important areas, few steps have been taken to establish the machinery of metropolitan or regional planning; and even less progress has been made toward adopting the administrative procedures which are essential not only to prepare physical plans and capital budgets for major works, but to establish and operate such works efficiently. The article in our last issue by the President of CPAC, Mr. C. E. Campeau, M.P., underlined the urgency of this problem.

In this issue, Mr. Sutton Brown's article, *What Kind of World?*, describes the staggering dimensions of the urban growth problem and conveys a challenge to apply hard practical thinking to its solution. Messrs. Reeds and Pearson then give us a fascinating clinical case. They present a striking impression of the semi-planned chaos of Hamilton and the possible — not inevitable — bright future of that Ambitious City. Their articles are a sharp reminder that, under modern conditions, even very great natural advantages by themselves do not necessarily guarantee steady progress toward efficient and civilized urban living.

The paper on *Government for Metropolitan Regions* is included here to provoke discussion of its main propositions:

(1) that not only regional planning, but regional



government, is essential for the efficient financing and operation of basic modern community facilities;

(2) that it is only through physical and financial planning for the whole urban region that local governments can put themselves in a position (a) to clarify the minds of their own leaders and citizens and (b) to negotiate effectively with senior levels for the technical, political and financial help they require;

(3) that under Canadian conditions, it is the Provincial Governments who hold the key to effective vertical cooperation and that they must and eventually will seize the leadership in initiating, assisting and coordinating urban development programs.

## Notes de la Rédaction

Deux principaux thèmes ont été adoptés pour le présent numéro de la REVUE et pour le programme de la Conférence nationale d'urbanisme qui aura lieu à Toronto du 21 au 24 septembre. Un thème se rapporte à l'urbanisme régional, et l'autre — pour employer le titre de l'article approprié de monsieur Levin — est "Le rideau en fil d'araignée" (*The Cobweb Curtain*), cette barrière intangible qui empêche les trois niveaux de gouvernement de s'associer dans un effort concerté.

Trop souvent, lorsque la fâcheuse posture financière des municipalités est décrite, les problèmes connexes d'administration et de procédure ne sont pas pris en compte. On insiste surtout sur l'aide financière; mais les arrangements financiers ont une valeur douteuse si les plans soignés des travaux publics — et des budgets qui doivent les accompagner — n'ont pas été adoptés en pratique courante. Les municipalités devraient être en mesure de présenter à leurs propres électeurs de même qu'aux autres niveaux des gouvernements, des programmes à longue échéance et bien étudiés.

Comme première mesure donc, pour remédier à la fâcheuse posture des municipalités, nous devrions voir à ce que les procédures suivies par les municipalités des régions urbaines entre elles-mêmes et en rapport avec les autres niveaux de gouvernement, soient telles qu'il en résulte un effort concerté dans la préparation des plans et le financement de programmes visant la municipalité eu égard aux services, au logement, aux chemins, à l'eau et à la conservation du sol, à la pollution de l'atmosphère, et aux parcs et lieux de récréation.

La préparation du budget pour des travaux d'envergure dans de tels programmes est excessivement difficile sinon impossible à accomplir aujourd'hui sans aménagement régional ni gouvernement régional, pour la simple raison que l'électeur et ses conseillers municipaux n'ont pas de juridiction commensurable aux facilités physiques qu'ils demandent. La technologie a été révolutionnée alors

Quite possibly, *The Cobweb Curtain* will become the starting point for many discussions of tri-level co-operation. It continues the discussion begun by H. Peter Oberlander at last year's national conference (REVIEW, March, 1958). Though Mr. Levin does not claim to know the best solution to the problem, he provides much more than a catchy name for that set of habits and attitudes "accumulated during our pastoral years" which still stand in the way of positive cooperation between governments. We hope that his analysis will provide a text and a challenge for all of those who will shortly examine the basic problems of Federal-Provincial-Municipal relations.

que les formes et les habitudes du gouvernement sont restées inchangées.

On a réalisé un progrès important en Ontario par la collaboration entre les municipalités et la Province — par exemple dans l'étude intense d'aménagement de la Péninsule du Niagara, dans l'établissement autour du Toronto, Hamilton-Wentworth et Ottawa Métropolitains, et les municipalités à la tête des Grands Lacs. Dans l'Ouest, le progrès de la région d'aménagement du "Lower Mainland" de la Colombie-Britannique et les vastes régions d'aménagement autour de Edmonton, Calgary et Winnipeg sont justement bien connues. Mais dans plusieurs régions importantes, peu de mesures ont été prises pour établir la machinerie de l'aménagement métropolitain ou régional; et encore moins de progrès a été réalisé vers l'adoption de procédures administratives qui sont essentielles non seulement dans la préparation des plans physiques ou des budgets capitaux pour les ouvrages d'importance, mais pour établir et mettre ces travaux en œuvre d'une façon efficace. L'article dans notre dernier numéro, par le Président de l'Association canadienne d'urbanisme, monsieur C. E. Campeau, député, a souligné l'urgence de ce problème.

L'article de monsieur Sutton Brown dans le présent numéro intitulé "*What Kind of World?*", donne une idée très nette des dimensions écrasantes du problème de la croissance urbaine et nous laisse relever le défi de songer sérieusement et d'une façon pratique à trouver une solution. Messieurs Reeds et Pearson nous présentent un cas critique intéressant. Ils nous offrent une impression frappante du charivari de Hamilton découlant de l'absence de plans et l'avenir brillant possible — non inévitable — dans cette Cité Ambitieuse. Leurs articles nous rappellent vivement que dans les conditions modernes, même de grands avantages naturels ne garantissent pas eux-mêmes le progrès constant vers une vie urbaine efficace et civilisée.

L'article sur "*Government for Metropolitan Regions*"



est ajouté ici afin de susciter des discussions sur ses principales propositions:

(1) qu'il n'est pas essentiel uniquement d'avoir un aménagement régional, mais aussi un gouvernement régional afin d'arriver à un financement et une exploitation efficace des facilités communautaires fondamentales des temps modernes;

(2) que seul par un aménagement physique et financier pour toute la région urbaine, sera-t-il possible aux gouvernements locaux de se placer dans la position (a) de clarifier l'esprit de leurs propres directeurs et citoyens, et (b) de transiger efficacement avec les deux autres gouvernements afin d'obtenir l'aide technique, politique et financière dont ils ont besoin;

(3) que dans les conditions rencontrées au Canada, ce sont les gouvernements provinciaux qui ont la clef d'une collaboration verticale efficace et doivent prendre l'initiative — ce qu'ils feront éventuellement — dans le lancement, l'aide et la coordination des programmes de développement urbain.

Il est très possible que "Le rideau en fil d'araignée" deviendra le point de départ de plusieurs discussions sur la collaboration des trois niveaux de gouvernement. Bien que monsieur Levin ne prétend pas connaître la meilleure solution au problème, il nous donne beaucoup plus qu'un nom facile à retenir pour ce jeu d'habitudes et d'attitudes "accumulées au cours de nos années pastorales" qui nuisent encore aujourd'hui à une collaboration positive entre les gouvernements. Nous osons croire que son analyse nous donnera matière à réflexion et nous présentera un déficit à chacun de nous qui examinerons sous peu les problèmes fondamentaux des relations fédérales-provinciales-municipales.

## Le vieux Québec: autopsie ou pronostic?

Nos lecteurs critiquent plus souvent notre sobriété que nos commentaires provocateurs. L'an dernier, cependant, on a constaté que nous étions toujours vivants lorsque nous avons publié *LE CANCER URBAIN* de monsieur Jean Cimon. Cet article a suscité des réactions vives et variées; il n'a pas été la joie de tous les défenseurs des tendances courantes en croissance urbaine—ni même de tous les urbanistes. Toutefois, il a été cité favorablement dans plus de journaux que tout autre article que nous avons publié; nous étions satisfaits.

Dans le présent numéro, monsieur Cimon revient avec d'autres commentaires sur la scène urbaine, particulièrement le Vieux Québec; mais nous doutons toutefois de l'efficacité de son attaque du problème à vouloir préserver les bâtiments historiques et à contrôler l'automobile. Nous soutenons que ces objectifs peuvent être atteints seulement dans les limites d'un plan étendu de renouvellement urbain. Une cité comme Québec ne peut pas devenir un Williams-

burg—un musée d'antiquités architecturales. Contrairement à Williamsburg, Québec a une fonction moderne à remplir comme centre vital d'une économie grandissante. Pour être efficace et habitable à cette fin, il faut détruire plusieurs anciennes constructions et les remplacer par de nouvelles. La cité doit s'accommoder d'un emploi ordonné de l'automobile.

Trop souvent, il est vrai, nos lois—et la carence de bons plans officiels—ont permis la démolition de beaux bâtiments historiques, dans des cas où, avec prévoyance, ils auraient pu être conservés sans nuire sensiblement au progrès économique. Trop souvent également, "l'occupation motorisée" s'est accélérée sans se soucier aucunement de protéger l'enceinte des piétons qui est absolument nécessaire dans la cité moderne comme dans la vieille cité.

Afin d'éviter une telle profanation, il est inutile, ou à peu près, de protester négativement. Notre seul recours est de préparer un plan audacieux de redéveloppement où seront rassemblés les points de vue des hommes d'affaires et ceux dont le premier intérêt est de préserver notre héritage architectural distinctif. "L'éducation du goût populaire" ne suffit pas. Au fait, dans une métropole croissante et affairée, l'attaque utilitaire et agressive surmonte presque toujours les protestations purement défensives qui semblent souvent être basées uniquement sur des raisons sentimentales ou fondées sur un goût pour les choses anciennes. Si nous voulons conserver le caractère urbain traditionnel, nous devons nous associer à des efforts audacieux pour transformer les vieux districts afin qu'ils puissent être affectés à notre époque. Il nous faut réaliser que le redéveloppement de notre cité répondra au besoin de logements tant quantitatif que qualitatif, d'une circulation améliorée et d'un renouvellement des vieux districts commerciaux.

Les nouveaux développements ne sont pas incompatibles avec le caractère traditionnel d'un endroit à condition que la forme en soit guidée par une main sympathique et compétente. Les cités illustres de l'Europe contiennent des bâtiments qui ont été construits à travers les siècles, chacun dans son style contemporain. La belle Piazza della Signoria à Florence, par exemple, a comme constituants principaux, des bâtiments et des statues montés entre 1288 et 1600, avec certains détails plus récents. Le plan de Sir William Holford pour les alentours de la Cathédrale St-Paul constituera un développement contemporain autour du chef d'oeuvre de Wren qui date de 1675. L'expression du caractère de Londres et de l'esprit anglais dans les plans de développement seront un complément digne de la cathédrale.

Dans Québec, le respect du caractère et de la tradition dans les plans de rénovation permettront de réhabiliter—voire même de traiter avec emphase les meilleurs éléments de la vieille cité pour qu'ils fassent partie intégrante du programme d'élimination de la sordidité résidentielle et commerciale.



# WHAT SORT OF WORLD?

by G. Sutton Brown

*An address by the Director of City Planning of the City of Vancouver at the 21st Annual Conference of the Canadian Federation of Mayors and Municipalities on June 4, 1958, at Victoria, B.C.*

Let me, first of all, try to put the development of our urban areas into some sort of quantitative perspective. What is the amount of development which we are going to have to take care of, say in the next 25 years?

The Gordon Committee Report on Canada's Economic Prospects makes a few forecasts which might be helpful:

(a) investment of 43.7 billion dollars in 25 years on housing, mainly for 3.7 million new buildings;

(b) there will be 69% more families by 1980 in comparison with 1955, and a population increase of 71%;

(c) in 1979-80, there will be 80% more pupils in elementary schools than 1953-54; there will be 166% greater enrolment in secondary schools than 1953-54;

(d) expenditure on housing and on social capital representing government and public services will amount to over 91 billion dollars, or 3½% of the gross national expenditure.

Let us, for a moment, look at the wider perspective which these figures reveal; it is often difficult to grasp the real meaning of figures like these.

Our anticipated national increase in population, as forecast by the Gordon Commission, of 11 million people will absorb something in the order of over 1 million acres of new urban development. This represents an area 36 times the City of Vancouver or 215 times the City of Victoria.

What sort of world are we going to create for ourselves and future generations in the building of this enormous mass of development. Whatever we create, no matter how inefficient and ugly or the opposite, will remain with us for 70 years or more, influencing directly the lives of future Canadians.

Eleven million people will require about 4¼ million new jobs to support them, and of these rather over 1 million are likely to be employed in manufacturing industry. What are we going to do to take care of the needs of new industry? Are we going to reserve the right sort of land and to the correct amount? Are we going to service such land? In other words, are the municipalities going to aid the proper development of industrial estates or are we going to have industry and housing competing

for the same land? Are we going to let these new industrial developments depreciate our residential stock or are we going to concentrate it in well-designed, fully-serviced areas?

How and where will we provide, for this enormous increment to our nation, the necessary community facilities such as schools, parks, hospitals, community centres and all the multifarious services needed by a modern society?

We must expect that automobile ownership will increase during this period by as much as 50%, which will bring about something in the order of 300% increase in traffic when we take our population expansion into account. What sort of urban areas should we organize so that we can live with this horde of vehicles? Will it take the urban-dweller hours or days to reach the open countryside?

By 1980 our present stock of buildings, some of them already sub-standard, will be 22 years older. What will have happened to the older parts of our cities and towns by that time? Will we find a rotten derelict core with narrow streets, slums, obsolescence, mounting traffic congestion, with increasing waste and inefficiency?

Will the present flight to the suburbs continue and what will be the effect of this on our surrounding rural areas? Will there be any endeavour to reserve our best agricultural areas? Will we continue to be cursed by sprawl conditions in our peripheral areas? Will we have to face the heavy cost to the farmer which this causes because of trespass damage and unnecessary high taxes?

These are but a few of the questions which we should be asking ourselves. You might say that these are long-term problems and of no concern to us at this time. Surely though, we are facing many of these questions now, and, year by year, they increase in severity.

Mind you, I am not saying that we should be in any way pessimistic. We probably should not be grumbling about these problems at all. They are mainly caused by the tremendous growth of Canada as a nation and surely that is nothing to grumble about. We have the privilege of living in an expanding economy (I have some ex-



perience of the other sort and I do not recommend it). Surely what we are saying is that we have now what is probably the greatest opportunity that this nation has ever enjoyed of creating, with this enormous new building program, an environment which will be the envy of the world.

Let us, therefore, look at these so-called problems a little more closely.

We have two major forces at work. A population explosion, partly caused by natural increases and partly by immigration. In addition, we have a steady movement of people from the rural areas to the urban areas.

As a result, Canada is becoming a nation composed of very large so-called metropolitan areas, interspersed with vast tracts of countryside. Should we not ask ourselves whether this is the pattern which is desirable economically, socially and politically. Should we not urge upon our provincial governments that some study should be made of this question? I remember that a Royal Commission established in Great Britain to examine similar trends there, advocated most strongly the decentralization of the population from the large "conurbations" (as they called them) and instead the expansion of smaller communities and the establishment of new communities.

A third major force at work is the decentralization of homes, industry and business, not to small towns and to new towns, but to the suburbs of our larger cities. This is exemplified by the fact that in the United States the suburban rings have expanded at seven times the rate of the central areas during the 1950-55 period by comparison with  $2\frac{1}{2}$  times only in the previous decade. The result of all of these forces has been the unprecedented expansion of urban development outward in concentric rings from the older central areas. These concentric rings of development have been mainly in the form of amorphous masses of unrelated development causing endless economic problems to the municipalities to provide schools, highways, water supply, sewage disposal and the like.

The tendency recently has been to think that metropolitan administration will cure all such evils, but should we not ask ourselves how large a particular metropolitan area should be? Here again should there not be some social and economic studies carried out by provincial governments to give greater leadership or direction over much wider regions than the metropolitan areas which might be set up for administrative purposes.

Conversely, at the centre, the pressure for cheap shelter has caused the doubling, trebling, and more, of families in older houses, often by means of substandard

conversions leading to overcrowding, the acceleration of blight and the creation of problem areas which only municipal participation can cure. By-laws have not been enforced and, in fact, I question whether they can be enforced under such conditions. To what degree have such conditions resulted from the lack of low-rental housing? And I wonder how many municipalities have looked at the over-all housing needs of their constituents and derived some progressive housing policy on the basis of the facts obtained?

Relatively high densities at the centre, and the concentration of industry and commercial enterprises have led to mounting traffic congestion, parking problems and communication difficulties. We are now contemplating, and in fact it has become essential, to carve fabulous and expensive freeways through our built-up areas. Have we at any time sought to find out what pattern of urban development would be most efficient and desirable in the automobile age, which might make such expensive measures unnecessary or at least reduce their cost?

Towns and cities seem to expect automatic renewal of their older areas: that some "angel" will appear to buy property at, of course, a very high price and erect new buildings. Inducements are put forward by enabling over-exploitation of land by allowing excessively high densities. All the facts, however, seem to suggest that these hopes will not be realized. On the other hand, we have not practised conservation in our older areas and the advantages of good design and good standards as a means of maintaining property values has been insufficiently realized.

When a problem arises, as of necessity it must under present conditions, we seek to rectify that particular problem without seeking the causes and curing the problem at its source. We treat the symptoms rather than the disease. Often our remedial actions are governed by expediency and the urgencies of the moment. We forget that a solution that seems reasonable in the context of a lack of knowledge, is often absurd and a total waste of money in the light of a forecast of the future.

Finally, we seek to find solutions to so many of these development problems within the framework of a "horse and buggy" local government structure. We are only now beginning to appreciate that many problems cannot be solved by a municipality acting alone; that in so many cases we are tied together and dependent upon one another socially and economically. One of the vital needs of today is to find the means of combining our efforts to our mutual benefit.



# THE CHANGING FACE OF HAMILTON AND DISTRICT

by Lloyd G. Reeds

*This article is based upon a lecture delivered to the Hamilton Association for the Advancement of Literature, Science and Art on February 22, 1958.*



HAMILTON, looking north and showing the central business district in the foreground and the industrial belt along the bay.

The population of the world is increasing at the very rapid rate of approximately 34 millions per year. Too few people realize fully that we live in a relatively small world with a very large and fast-growing population, a world in which it is becoming increasingly difficult to wander far without trespassing, or even to talk without being overheard. The problems of congestion and of the location and distribution of industry and population have received much too little attention in the past.

Canada has been experiencing a concentration stage in the development of its economy. Over 90% of the total population live within 200 miles of the U.S. border and approximately 50% live within a 150-mile radius or a three-hour motor drive from three metropolitan centres, Montreal, Toronto and Vancouver. Hamilton, Ontario is thus situated in the midst of one of the three most rapidly developing zones of Canada. The purpose of this article is to examine the significance of Hamilton's geographical situation and to speculate regarding the future pattern of growth.

Canada's position in ancient times was peripheral since it was far removed from the centres of civilization in the Mediterranean, China and Central America. For many centuries, little value was attached to the vast extensions of land in the high latitudes, but centres of world power have been shifting steadily northwards and now Canada's position is a strategic one between the U.S.A. and the U.S.S.R. The shortest air routes between these countries are via Canada and the Arctic and these will be used in-

creasingly in the future either for military or for peaceful pursuits.

Continently, Hamilton is situated close to the two greatest trade routes, the St. Lawrence-Great Lakes Waterway and the Hudson-Mohawk Valley. The one route has built up Canada; the other is the main axis of America. It was along these topographic corridors that migrations of people and settlement advanced and, with the advent of the industrial era, the two routes from Montreal and New York were almost of equal importance. Hamilton's location, in that part of Canada which dips southward into the U.S. industrial heartland, has facilitated the assembling of raw materials and the distribution of manufactured goods. To the north is the Pre-Cambrian shield with its rich storehouse of metals, to the south are the Appalachian coal fields with their gigantic reserves of good coking coal and, locally, there are available supplies of limestone. Hamilton links these two lines of commercial and industrial development and shares in the advantages of each.

Nationally, Hamilton's position is close to what may be described as the geographic centre of gravity, or that

## The Author

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part of the country which affords the greatest advantages of location at this particular period in history. The St. Lawrence lowlands of Ontario and Quebec have been undergoing a remarkable industrialization since 1940. The Gordon Commission predicts continued centralization in the next 25 years. Already, Ontario's "Golden Horseshoe" has attracted 30% of the total manufacturing activity in Canada and during the last five years, the population increase was over 400,000, which represents half the total increase for Ontario. Hamilton commands a central position within this embryonic megalopolis and is destined to become a large city in the future.

Regionally, the city of Hamilton may be regarded as the capital of the Niagara peninsula. Its regional functions have linked it with each stage of agricultural development and rural expansion. Cultural institutions have also made it representative of the entire peninsula since it is the centre for higher education, and the seats of the Anglican and Roman Catholic Bishoprics of Niagara and the Presbyterian regional Synod.

Hamilton's milkshed reaches outwards as far as 40 miles in certain places and as the city grows, it will expand westwards and southwards into the Haldimand clay plain. Tree fruit and small fruits and vegetables are brought to the Hamilton market from the lake plain while the produce from mixed farms arrives from greater distances away. Then, too, the city provides goods and services to many parts of the peninsula. Included in the primary sphere of influence are Ancaster, Bronte, Burlington, Dundas, Stoney Creek and Grimsby. All of these centres depend upon Hamilton for certain goods and services. Several serve in certain respects as dormitory suburbs. For example, over 50% of the gainfully employed who live in Burlington and Dundas work in Hamilton. It is true that physical barriers such as the Marsh, Burlington Bay and the Escarpment tend to separate these centres one from another yet there are many common needs which should bring about a much closer association in the future. From the standpoint of planning and controlling use of the land and providing services for the future, the larger an area a city can control the better it will be both for the city and for the surrounding municipalities. All our citizens in both the city and county should be realizing, more fully than they do, that we need to be planning for a regional community rather than as individual municipalities only.

The most outstanding physiographic feature of the local scene and the one which has had such a profound effect on the city's development is the Niagara Escarpment. This old geological feature which is due to the differential erosion of rock strata extends from New York State through the peninsula, northwards to the Blue Mountains, the Bruce peninsula and Manitoulin and finally fades out along the shores of Lake Michigan. It is largely responsible for the east-west elongation of the city and for its traffic and transit system's problems.

An ancient pre-glacial river carved out a great gulch in the Escarpment and provided a site for Dundas and an important corridor from the head-of-the-lake to Western Ontario. Other streams eroded the valleys which are now occupied by the Great Lakes.

As the great ice sheets which covered this region in the Pleistocene period melted, a large pro-glacial lake known as Iroquois, occupied the Ontario basin and flooded up the Dundas Valley. The shoreline of this pre-historic lake may be recognized to the north of the Queen Elizabeth Way between Hamilton and Toronto and in the peninsula along No. 8 highway. Because of the pattern of wave action and currents in the old lake, the sand plain along the north shore narrows toward the head-of-the-lake while that of the south shore widens. This is the main reason why the south shore became the city site, though the north shore is, in many respects, a more favourable location.

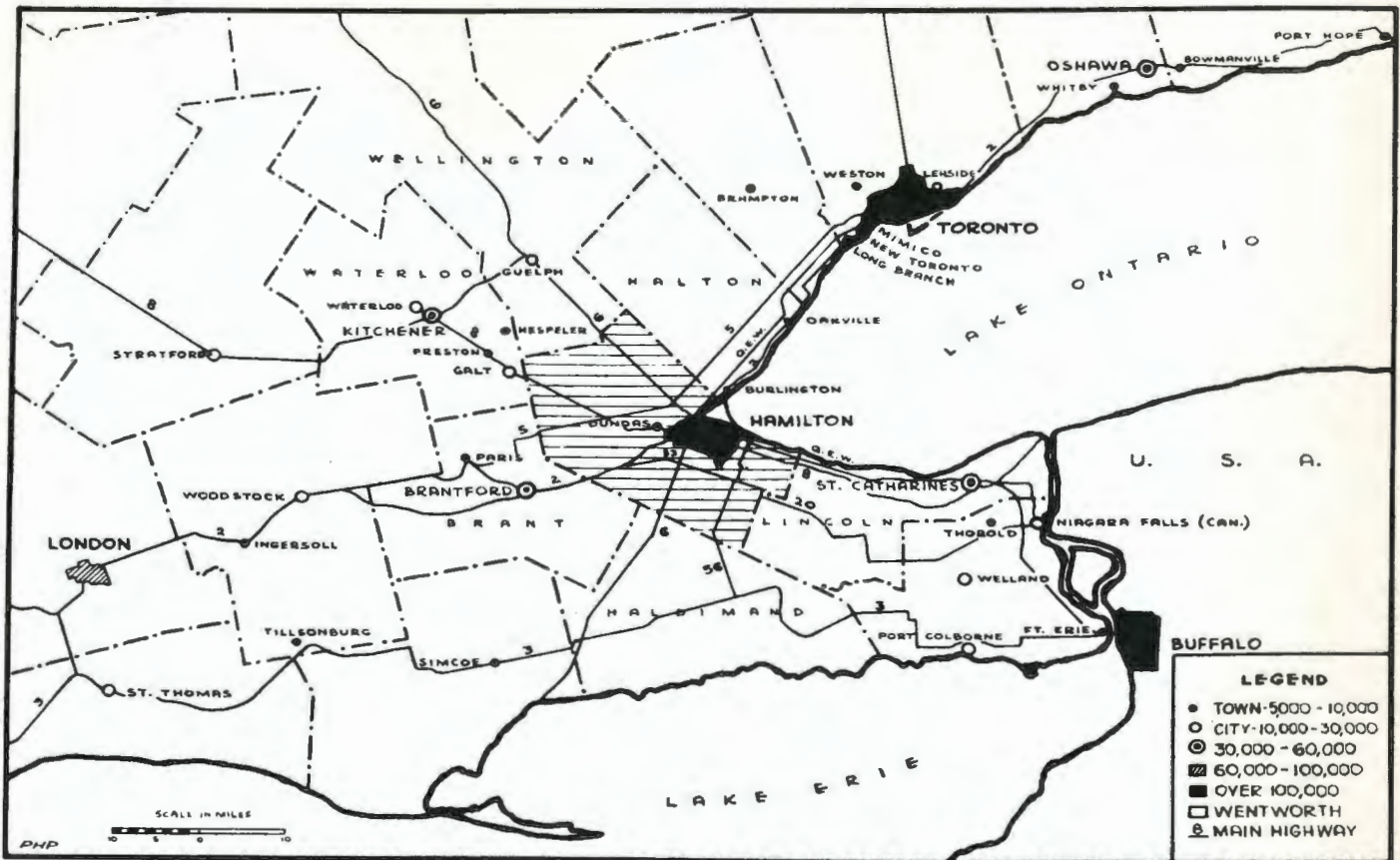
Across the head of the old higher level lake, a sand bar was built which is now known as the high level bar. It extends from Aldershot through the city and into Saltfleet township. The Marsh or Coote's Paradise developed behind the bar. As the drainage outlet in the East became free of ice, the lake level receded and the Burlington beach strip built up.

The sand bars have provided Hamilton with a sheltered harbour and with a means of linking the transport systems of the two shores of the Lake. The south shore sand plain furnished an excellent site for industry. The local terrain with the precipitous slopes of the Escarpment and the shallow overburden to the south has necessitated huge expenditures for services. On the other hand, Hamilton possesses one of the most attractive settings of any city in Canada. The brow of the Escarpment, the rolling hills of the Dundas Valley and the ravine-flanked terraces provide interesting scenery and afford excellent sites for residential development.

Throughout the peninsula, the inheritance from the glacial epoch is also much in evidence. Below the escarpment are patches of sandy sediments which were deposited in the shallow waters of old Lake Iroquois. Soils developed on these flattish, well-drained sand plains constitute the best peach lands. Above the Escarpment, the undulating moraines which represent ice front deposits and the flattish clay plains further south in Welland and Haldimand counties with their imperfectly-drained, heavy-textured soils developed on old lake bottom sediments, provide a basis for mixed farming and dairying.

The site of Hamilton and its excellent transport facilities have favoured industrialization. Heavy industry is concentrated along the Bay where there is the advantage of both rail and water facilities. Great quantities of water are needed by these industries and the harbour is available for disposal of waste. Extensive areas of flat land are essential for stock-piling of bulky materials. The location of other rail lines has fostered the development of light





LOCATION MAP showing Hamilton's position in Southern Ontario. The major highways which serve the city are shown. The shaded portion of the map is the County of Wentworth. Drawn by Paul H. Pirie, Assistant Planner, Hamilton-Wentworth Planning Area Board.

industry as in West Hamilton and along the foot of the Escarpment.

Topography and proximity to industries and railways account for the great variations in the quality of residential areas. There is poor housing bordering the bay and surrounding the industrial belt and the commercial core. There is a gradual improvement southward to the mountain. Some of the top quality residential development is along the brow of the Escarpment where the view is superb. In West Hamilton, the presence of the railway, light industries and commercial development has had a depressing effect upon housing. Westdale with its small centralized commercial nucleus has maintained higher values with the best sites being along the ravines. The rapidly expanding areas in East Hamilton and in West Hamilton testify to the great post-war development of the city.

On every side there is much evidence of growth. Industries are expanding, new ones are appearing and subdivisions are opening up rapidly. During the period 1945-57, the county of Wentworth and the city of Hamilton together increased from a population of 211,000 to about 318,000 or a 50% increase. The county itself increased from 36,000 to 74,000 or a 103% increase. Since

planning appeared late on the scene, there has been much haphazard residential development. There are many isolated residential pockets and strips of ribbon development in remote rural sections that are almost impossible to service properly and may never be integrated successfully into the community as a whole.

Ontario has been producing almost 50% of the total industrial output of Canada, including nearly all motor vehicles, heavy electrical machinery and agricultural implements,  $\frac{3}{4}$  of the rubber goods and primary iron and steel and  $\frac{1}{4}$  of the pulp and paper. One hundred and fifty new industries located in Ontario in 1956 alone. Within the next 25 years, the population of Ontario will almost double to reach eleven million. Industrial employment will increase proportionately since primary industries will not require many more workers. The farm industry in Ontario should continue to be buoyant with larger markets and less area in production.

Hamilton will acquire its full share in the increase since this city enjoys a unique location in the transportation networks of Ontario. Road transport will be greatly improved in the next 25 years: The heaviest traffic now is over (1) the High level bridge (2) the Beach strip. The Chedoke Expressway will relieve the pressure on the



first route while the Skyway will expedite the flow over the latter.

However, Hamilton's most distinctive advantage is its excellent harbour. Plans to improve the facilities include the extension of the Wellington Street dock, the development of a new approach channel and turning basin, a slip to provide access to Strathearne Avenue and construction of new docks north of Ship Street and Strathearne Avenue.

The Hydro Commission's plan to build a large steam generator near the Harbour and to convert it eventually to a thermo-nuclear plant will be of great benefit to Hamilton. The experimental reactor and the development of engineering and metallurgy along with the well-established and highly-renowned research programmes in physics and chemistry at McMaster University, will prove to be of inestimable value to local industries in the future.

There should be a continued expansion of the heavy industries which utilize bulky raw materials and an increase and diversification of associated secondary manufacturing. We can anticipate drastic new developments in Northern Canada before the end of the century. The present population of 30,000 should at least quadruple. An additional one million people will be employed in the south providing the equipment, services and goods these people will require. Hamilton will benefit more than most cities by the future development of Canada's northland since many of the articles needed such as generators, electrical equipment and steel are local products.

One of the main problems for the future is the lack of an adequate supply of good industrial land with proper services and at reasonable prices. Good sites along the railways in the suburbs which could be utilized by light industries are already occupied by housing. Residential and commercial land encircle the harbour area. However, there are several possibilities for accommodating more industries. There is considerable scope for reclaiming land in the harbour as the Steel Company of Canada is doing. Sizeable areas are available between the Steel Company and the beach strip and west of Bay Street to the high level bar. This, of course, is not a cheap means of obtaining new land.

Depressed residential districts near the harbour and surrounding the present industrial belt might be re-developed. The bay side of the beach strip is another possibility. As services are extended eastwards, the recently annexed parts of northern Saltfleet with its good road and rail facilities and proximity to the lake will become a new industrial area. Eventually attention may have to be given to the idea of developing the north shore of the harbour as well.

The construction of the St. Lawrence Seaway is taking place at an opportune time when industrialization is expanding. Deep draft lake and ocean vessels will permit industry to move raw materials in large quantities more effectively, to import raw materials from overseas more

cheaply and to export products on the basis of more favourable freight rates. All of the 35 ports on the Great Lakes are looking forward to the expansion of their facilities, to increased employment and to all the benefits accruing from their becoming seaports. The grandiose dreams of a vast new commerce developing in all ports will, of course, be doomed to disappointment.

The largest ports such as Chicago, Hamilton and Toronto will undoubtedly experience the greatest impact. The present tonnage handled by all ports is approximately 10 million tons of which 700,000 tons is general cargo or package freight. Iron ore, grain, coal, petroleum and wood pulp constitute the bulk of the present traffic. Ten years after the Seaway has been completed, the tonnage is expected to reach 50 million tons, 5 million of which may be general cargo. In other words, the bulk of the cargo in the future as in the past will continue to be the bulky commodities. The handling of bulk cargo can be carried out in huge volumes by mechanized devices and with a minimum of administration and regulation. Hamilton's harbour, which is the best in the Great Lakes can compete effectively with any in this type of traffic. The Seaway is thus vital to Hamilton's future prosperity since a great volume of iron ore is required by the steel industries. The Seaway will render more available to Hamilton the new source of iron ore from Labrador and Quebec, and will thus insure the security of our present industrial establishments and will enable them to expand with confidence. Should shortages ever develop in other raw materials, the Seaway will open the door to the world's supplies. Items such as tin and crude rubber which are now being shipped in by rail from Montreal may in the future be brought all the way by water. The obtaining of fluorspar from Newfoundland and potash from Germany will also be facilitated by the Seaway.

The present pattern of outgoing shipment of manufactured products is 8% by water, 50% by rail and 32% by truck (incoming is water 66%, rail 29%, truck 3%, pipeline 2%). Since Ontario will continue to consume the bulk of the goods produced in Hamilton, rail and truck transport will remain of paramount importance. However, the amount of steel shipped by water to world markets might very well increase considerably. The shipment of such products as binder twine and soap will also be facilitated by the improved waterway.

The general cargo is of special interest since an increase in this type of traffic could have profound effects on Hamilton's economy. It is generally agreed that the bulk of the increase in general cargo will be handled by a few ports only. This type of cargo requires comprehensive services and facilities including special handling equipment, warehousing and storage, experienced longshore labourers, wholesalers, distributors, shipping agents, importers, exporters and custom brokers. These facilities must be greatly expanded if Hamilton is to share in the expected increased traffic.





*A close-up of the giant Steel Company of Canada plant, Hamilton's largest industry.*

*Photo: Kucera & Associates, Cleveland*

## Summary

Hamilton's geographical position has been examined and speculation regarding future trends in development presented. Globally, Hamilton will not be far removed from the future world airways linking the U.S.A. and Asia. Continentally, Hamilton is close to the two great commercial trade routes. Nationally, it is near the geographic centre of gravity. Regionally, it is the gateway to the Niagara corridor, the hub of the "Golden Horseshoe" and the focal point for the peninsula. The local site is dominated by the Escarpment, the Dundas Valley, the old lake plain and the sand bars.

Hamilton possesses many of the advantages of low-cost production and has unique transport facilities. The

city has a favourable situation on the shores of the Great Lakes' best natural harbour. Its population will probably double in the next 25 years. The city of the future will continue to depend primarily upon industry and thus provision of adequate space for future expansion of industry is the most vital problem. Increased planning staffs with greatly augmented budgets will prove to be one of the wisest investments and the surest guarantee of future prosperity. A much closer co-operation between the city and surrounding municipalities will be needed if the city of the future is to become a well-integrated and efficient functional unit and if it is to be a healthy and attractive place in which to live and to earn a livelihood.



*Mr. Pearson's theme is that the Greater Hamilton community, with its beautiful natural setting and economic advantages, could become a magnificent regional city but may be crippled by obsolete boundaries, a faulty distribution of government functions and a failure to plan comprehensively. To prevent disaster and to realize the full possibilities of the area, a bold metropolitan solution is imperative.*

## HAMILTON: SETTING FOR DISASTER

by Norman Pearson

The escarpment cliffs cut right through the City of Hamilton and from the heights of either shore the pattern of street lights and steelworks with reflections in the Bay and the harbour touches the imagination. Upon these heights are well-wooded sites for residential areas, while between these future suburban areas west of the City lies the Dundas Valley. This broken and almost untouched area includes vegetation not found elsewhere in this region, reminiscent of the natural bushland of Northern Ontario; it would make a fascinating greenbelt. Similarly, there are twelve waterfalls within the area which could be caught and destroyed in the expansion of the city; most are unknown and rarely visited, with a few notable exceptions.

This is an area full of opportunity. Here in a dramatic and beautiful landscape lies the chance for a people with vision and sensitivity to create through the generations one of the most lovely cities in the world.

### MAJOR MISTAKES

But there has been a lack of appreciation of Hamilton's possibilities, and major mistakes have been made. The escarpment has been butchered and chopped to pieces in a series of experiments which have not yet formed a coordinated and rational highway pattern; the scars remain and the problems are unsolved. The radial electric railways which served both shores, as well as the inclined railways up the escarpment, have been abandoned and their various rights of way dispersed. Most of the streams running into the head of the lake are filthy, and the very air is foul with the industrial and domestic smog. In a city which depends on the Seaway, the shores of the harbour fall into different municipalities. In a city which depends on transport, the Skyway across the Burlington Beach Strip and the new sections of the Queen Elizabeth

### The Author

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Highway simply feed traffic into an antiquated street pattern. The scenic drive along the edge of the escarpment exists only in part, and in the Saltfleet area to the east of the City the project has been abandoned, while speculators make ready to render the scheme impossible. The Cootes Paradise area, where La Salle found the natural harbour site and this particular urban lake of silence, where la Rochefoucauld-Liancourt commented on its beauty, and where the ill-fated Desjardins Canal ran to Dundas before the railways and the Welland Canal sealed its fate, is now a bird sanctuary and a recreational area. But in this year when lake levels are low and the silt has almost filled this basin, raw sewage floats along its margins. The same is true of Red Hill Creek, east of the City.

Because there is no control over development in the municipality in which it lies, suburban sprawl threatens to restrict the usefulness of the Hamilton Airport, which could at least serve for local feeder lines even though it is close to Malton. Because the city has not annexed vigorously, suburbs without industry find themselves with severe financial problems, while sprawl areas which can only be a liability have occurred with startling speed. Because there has been no integration of services except when problems have occurred, vast new suburbs of good quality houses are septic tank societies, and their proper development will be a crude and costly affair.

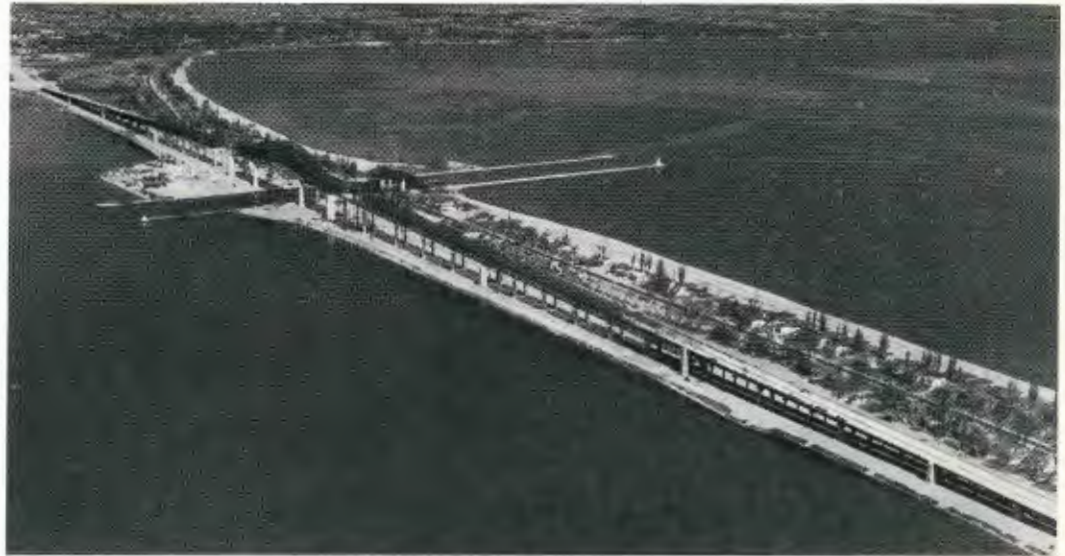
In a city which survives on steel's fate, the surrounding municipalities must of necessity exclude workers' housing in ideal locations. In a city which needs scrap metal, the surrounding municipalities are busy outlawing junk yards. In a city which expects to be a chemical centre, there is not one industrial estate of serviced land. In a city which depends on the efficiency of its transport and warehousing facilities, there are no adequate truck terminals, no new warehousing centres, no superhighways to connect with the main provincial arteries, no signs that the railways which dislocate the old city area are to be removed or reorganized. In a city which needs to act as a focus for its agricultural hinterland, the market is neglected, the downtown area is choked with cars, and the regional shopping centre in the east is too close to the heavy industry.



**BURLINGTON SKYWAY.**

*When completed in September, the Skyway and its approaches will provide 4½ miles of four-lane controlled-access highway between Toronto and Lake Erie and will eliminate the traffic bottleneck usually experienced by motorists travelling through the built-up areas of Burlington Beach and Hamilton Beach.*

*Photo: Photographic Survey Corporation Limited, Toronto*



In 25 years, 500,000 or more people may live here. Is the central area big enough for that size? Is there the chance that water will be in short supply? Where will the inhabitants build their opera house or their civic auditorium? Will the harbour still be a gigantic cesspool? Will there be serviced land for the light industries? Will the downtown area be a place of liveliness and delight or just another traffic intersection with seedy stores? Will the slum areas continue to decay in what should be the best urban residential sections of the city?

**OMENS**

The Hamilton metropolitan area is already the scene of some interesting experiments in planning, and these have depended on close cooperation between the City of Hamilton and the County of Wentworth. But there are signs of impending crisis in the political organization of the area in a series of annexations which include attacks on both the City and the County, and changes in status in the outlying centres of population. There are also signs of servicing problems in the provision of piped services, education, public transport, and a regional highways system. These are all, in effect, problems of jurisdiction. It is ironic that despite excellent attempts to break through these difficulties, these are the very problems which threaten the chance to create from the impending growth a beautiful and efficient city.

The rapid growth of this urban area in the post-war years did not find Hamilton or its neighbours unaware of the problems or the need for unusual solutions. Quite early in the growth of the City, annexation had been favoured to handle the expansion problems; but at the same time great efforts were made to maintain cooperation in essential fringe areas, and in various major undertakings such as the provision of public buildings. Unlike Toronto, Hamilton continued to favour annexation as the means of controlling its expansion into surrounding lands. But this

is a difficult and often critical area for services, and as the urban population expanded the tasks of organizing the fabric of a great city spreading out over a spectacular landscape became more difficult and challenging; to the observer today it would almost seem that there has been a loss of nerve, and in this rich and growing city a loss of nerve can have appalling consequences. But at first there was a great endeavour to meet the challenge and to maintain and review the organization needed to handle this growth.

Very early in the history of the City of Hamilton, large areas of parkland were acquired and they were retained and augmented as the urban area grew. Men of vision created the Royal Botanical Gardens, the scenic drive, the rock gardens in the western entrance. A University was induced to move to the City from Toronto. As old trees in the central areas began to die and disappear, and as trees in the suburbs were grubbed out, an official arborist was appointed and a tree-planting program was begun.

Regional thinking was not neglected, even if it has not been pursued vigorously enough. The Hamilton Wentworth Planning Area Board, a fine example of city-county cooperation, was established and gradually assembled the basic materials for planning the metropolitan urban area. The proposals now cover large sections of the planning area, so that the main urban lands of the present and the future will benefit from such controls. A Conservation Area has been established on the Spencer Creek, running from Beverley Swamp through Dundas to the Bay. When the Niagara Regional Development Association was formed in the area, the Hamilton District Industrial Commission was reorganized to include smaller municipalities covering a broad area, as well as those close to the main centre. There is the closest possible cooperation between these various organizations, as a spring-board for the further coordination of diverse interests to



solve common problems. The staff of the Hamilton Wentworth Planning Area Board, the Hamilton District Industrial Commission, and the Niagara Regional Development Association, frequently consult with centres like Burlington, Galt, Brantford, Caledonia and St. Catharines in this work. In addition, the Regional Planning Board works closely with the South Western Ontario Water Resources Committee in its fight for improved water services and a more responsible attitude to pollution.

There is close cooperation between the Hamilton Wentworth Planning Area Board and its subsidiary the City of Hamilton Planning Board, which is performing work of great interest. In the newly-annexed areas, this Board prepares complete neighbourhood layout schemes in advance of development; on its initiative there is an energetic program of acquiring public lands for school and park purposes well ahead of growth. In the older parts of the City there is at the present time an Urban Renewal Study leading towards a redevelopment program. A new Civic Centre area has been established and a Parking Authority has begun to operate within the City.

### THE NEXT PHASE

All these are good omens. It is the purpose of the Hamilton Wentworth Planning Area Board, however, to draw up a comprehensive metropolitan plan for this new metropolis; to lay out a pattern for the city of 1980 and to ensure that the next phase of growth is better handled than the last. If a great city is to double in size and perhaps treble its area, this is a colossal undertaking. The central area must be reorganized to make it an effective nucleus and an attractive focus for the metropolis. There must be a review of existing planning controls to ensure that there is a proper conception of the new density structure which will be needed in the residential areas; in the suburbs there must be no repetition of the vast acreages of, say, one-family dwellings which are so familiar in the Toronto sprawl. There must be mixed development, not least to ease the impact on services and to simplify the task of organizing and running the city, but also because it is more attractive, more civilized and more intelligent. There must be suburban development by neighbourhoods so that the city grows in sizeable chunks which are fit to live in from the very beginning. Sites must be acquired for the new high schools, the technical colleges and the community centres. A regional highways system must be worked out so that this new organism has its arteries for distribution of goods and the movement of people. As it is not possible to rely on the motor car alone this system must be integrated with public transport; perhaps a subway or fast electric railway system is needed with special access up the escarpment on both sides of the Bay. There must be serviced industrial land if this is to become a new chemical centre; and if its allied industries are to expand there must be proper trucking terminals, warehousing areas and plenty of low-cost housing for the workers. If this rich agricultural area is to continue to feed fresh food

into the new city which will emerge, there must be no premature sprawl into good farmland; and there must be proper respect for the market in the central area, and care to see that it is made safe for future generations. And if the city is not to lose its soul, and its people are not to forget their inheritance, there must be a protection for the ancient monuments and the historic landmarks, and sensitive treatment of the architectural and ethnic history so evident in the present fabric of the city.

These things can be proposed; but it is in their adoption that there are such unusual difficulties in the Hamilton area. The present scene is one in which the various agencies of regional development are hampered by lack of vision, lack of taste, lack of courage, and lack of determination. The planners propose industrial areas—but where are the sites? An expressway is suggested—but what purpose does it serve? We must make the air clean and the harbour pure—but where are the instruments? National historic monuments are threatened, and of course it is tragic—but who has the wit to save them? One senses that the next few years will be critical.

Furthermore, it is a situation in which the political symptoms of this crisis are quite evident already. Hamilton some two years ago annexed to the east, as if to enfold Stoney Creek; it was recently awarded a 600-acre strip between their boundaries. Stoney Creek shows some interest in expanding eastward into Saltfleet Township. Burlington, the enormous town that devoured Nelson Township in Halton County and part of East Flamboro, thus attacking neighbouring Wentworth County as well, early in 1958, now makes ready to bite Hamilton and secure part of the Skyway Bridge across the Beach Strip. Hamilton, in its turn, is considering whether to annex Barton Township to the south, and possibly parts of Glanford and Ancaster as well; while Dundas, to the west of Hamilton, proposes to annex parts of Ancaster Township and West Flamboro Township to expand its population to City status and thus to detach itself from Wentworth County. Officials in all these areas, hard pressed enough to handle the problems of growth, find themselves with the additional burden of preparing for these onslaughts. Yet these are all piecemeal solutions, temporary expedients, paving the way for further disputes.

If we look at the area on both sides of Hamilton Harbour we find a political jigsaw and a functional unit. If the political problems are not solved, events will create here a section of a great regional city which will be crippled and weakened by obsolete boundaries, maldistributed functions, and fragmentary jurisdictions. This situation presents a wonderful opportunity to create a great and beautiful city for a proud and energetic people. But for this we must have a bold and comprehensive political solution. It took a unique metropolitan government to handle the costly business of Toronto's expansion. It will need an equally imaginative solution here in the Hamilton area.





Photo de l'auteur

## AUTOPSIE DU VIEUX QUÉBEC

par Jean Cimon

*Jean Cimon est bachelier en sciences sociales et licencié en sociologie de l'Université Laval. Professeur d'urbanisme à la Faculté d'Arpentage et de Génie Forestier de l'Université Laval, M. Cimon est auteur de LE CANCER URBAIN (REVUE, March 1957).*

Qu'est-ce que le "vieux Québec"? C'est essentiellement la ville bâtie à l'intérieur des fortifications et la "basse-ville" que domine la Terrasse Dufferin. Quelle est l'importance économique de vieux Québec? La qualité urbaine et la beauté de site de la vieille ville attirent le tourisme qui est une des principales sources de revenu (environ \$40 millions par année) de la population québécoise.

Donc, si le vieux Québec est un actif économique, pourquoi ne pas le conserver jalousement? Pourquoi la vieille ville est-elle mutilée un peu plus chaque année? Pourquoi son visage est-il défiguré de façon systématique?

Pourquoi le monstrueux gratte-ciel de l'Hôtel-Dieu vient-il d'être construit en plein coeur de la congestion circulaire du vieux Québec? Pour une vieille maison que l'on restaure avec goût, n'y en a-t-il pas dix autres qui sont démolies ou abîmées de façon irréparable? Voilà quelques questions typiques que l'on se pose de plus en plus à Québec.

L'urbanisme peut-il encore "sauver" le vieux Québec d'un vandalisme inconscient et d'un cancer mortel dont les nouveaux bâtiments de l'Hôtel-Dieu sont le symptôme le plus grave et le plus récent? Un Québécois a déjà écrit





*"le domaine réservé aux piétons . . ."*  
Area reserved for pedestrians.

que l'urbanisme était "un état d'esprit": or je crains que la majorité d'entre eux n'aient plus l'état d'esprit nécessaire pour connaître le vieux Québec, donc pour l'aimer et pour prendre les moyens de sauvegarder sa beauté et son charme.

Quelles sont les valeurs qui font la beauté et le charme du vieux Québec? Le site, d'abord, qui est exceptionnel: un promontoire rocheux qui domine l'estuaire du Saint-Laurent et offre une vue grandiose sur l'île d'Orléans et les montagnes à l'horizon. Regardant ce paysage, une promenade—la Terrasse—qui est un des plus beaux panoramas urbains sur notre planète. Des remparts et des fortifications spectaculaires ceinturent le rocher de Québec. A l'intérieur des murs, la brise maritime s'engouffre par des rues étroites, sinueuses, à pente raide, qui découvrent des perspectives inattendues sur un clocher, un jardin, le fleuve, les montagnes, variant les paysages urbains à l'infini. Un enchantement pour le flâneur. Dans la vieille ville entre les murs, le piéton le moins réceptif redécouvre la joie de la promenade à pied dans une ville construite à sa mesure.

C'est bien l'ensemble urbain, la silhouette et les horizons du vieux Québec qu'il s'agit de protéger, autant que la restauration de telle ou telle maison historique. La question ainsi posée, les solutions ne sont pas faciles. Il faudrait d'abord éduquer le public sur l'importance et les moyens de préserver et de restaurer la beauté et le charme du vieux Québec car les citoyens, beaucoup plus que les urbanistes, sont les artisans de la beauté ou de la laideur de leur ville.

L'éducation du goût populaire apparaît comme condition préliminaire de la sauvegarde du vieux Québec. C'est un premier pas vers l'acquisition de cet "état d'esprit" qui doit guider l'urbanisme. Il faut ici rendre hommage au travail compétent et inlassable accompli par M. Gérard



*"... la Place de l'Esplanade est devenue un garage."*  
The Esplanade has become a garage.

Morisset, directeur de l'Inventaire des oeuvres d'art et conservateur du Musée de la Province. L'oeuvre pionnière de M. Morisset est aujourd'hui prolongée par des collaborateurs de plus en plus nombreux: qu'il suffise de mentionner la Commission des champs de bataille nationaux, le Service provincial d'urbanisme, le Service municipal d'urbanisme et l'Association canadienne d'urbanisme, section de Québec.

Il est impossible de présenter en quelques lignes, les aspects nombreux et complexes du casse-tête que pose à l'urbaniste la survivance des valeurs essentielles du vieux Québec. Je me bornerai donc à commenter brièvement une seule valeur capitale: la primauté nécessaire du piéton dans les rues et les places de la vieille ville. Or depuis quelques années, le vieux Québec subit le siège le plus désastreux de son histoire: celui de l'automobile. Siège victorieux qui est devenu une occupation tyrannique et barbare.

L'odeur du cheval était sympathique et son crottin attirait de nombreux oiseaux dans la vieille ville. Aujourd'hui, les autobus et les autos empoisonnent les piétons par la poussière qu'ils soulèvent et par leurs excréments chimiques qui,—déversés régulièrement dans les rues étroites d'une ville surbâtie, sont considérés par des savants, comme un cause possible du cancer du poulmon chez les humains.

Des statistiques, malheureusement incomplètes, démontrent l'ampleur de cette occupation motorisée. En 1957, on comptait 25,645 véhicules (dont 21,571 voitures particulières) immatriculés dans la ville de Québec. Pour l'ensemble de la région métropolitaine, le chiffre global serait de 45,000 environ et le Chambre de commerce de Québec prévoit que ce chiffre atteindra 280,000 dans 25



L'HÔTEL-DIEU, QUÉBEC,  
en juillet 1958.



ans. On ne connaît pas le nombre de véhicules locaux qui circulent quotidiennement dans la vieille ville, mais on constate qu'aux "heures de pointe", les rues du vieux Québec sont encombrées jusqu'au point de saturation. Mais il est évident que la majorité des voitures étrangères circulent dans les rues déjà encombrées de la vieille ville. Or, d'après le Service municipal du tourisme, 56,589 voitures étrangères sont entrées à Québec pendant le seul mois d'août 1957. Et ce chiffre ne représenterait que 22% environ du total annuel.

Cette occupation du vieux Québec (par des véhicules en mouvement ou garés dans les rues et les espaces libres) signifie des empiètements continuels sur le terrain autrefois réservé aux piétons et aux jardins. Chaque pied carré de terrain conquis par l'automobile est une perte catastrophique pour l'esthétique et le charme de la vieille ville. Voulez-vous des exemples? Voyez l'état scandaleux de la Place Royale qui est devenu un garage d'automobiles. Pas un pouce de verdure, impossible pour le touriste de prendre une photographie convenable et le buste de Louis XIV qui a l'air d'un garagiste emprisonné au milieu de la place! Quelle pitié! Les Remparts eux-mêmes sont assiégés par des voitures garées sans vergogne sur une lisière de terrain réservé aux piétons! La Place de l'Esplanade est devenue un garage. La Place d'Armes et la Place de la Basilique ont été rapetissées de façon lamentable pour le stationnement "perpendiculaire" et "parallèle". Toutes les maisons anciennes de la pittoresque rue Charlevoix ont été démolies (par les autorités de l'Hôtel-Dieu) et remplacées

par un terrain de stationnement avec vue sur les fonds de cours, les poubelles et cordes à linge de l'arrière des maisons de la rue Couillard.

L'occupation motorisée du vieux Québec a également engendré une végétation de poteaux bariolés et d'avis de circulation d'une laideur insolente. Devant le spectacle outrageant des écriteaux officiels, on peut se demander s'il est encore possible pour l'autorité municipale de régler sérieusement les dimensions ridiculement géantes et l'esthétique de certaines enseignes commerciales qui affligent la vieille ville.

La multiplication fantastique des voitures particulières tue le coeur de la ville, ruine le budget municipal, paralyse le transport en commun, détruit toute verdure et empoisonne le piéton. A l'étranger, on a déjà compris cela et on prépare des plans pour interdire toute pénétration des autos particulières dans le centre vital des villes. On conçoit désormais le "coeur" urbain comme le domaine inviolable du piéton et de la verdure. Le coeur de Québec est une richesse unique en Amérique du Nord. On le dilapide un peu plus chaque jour par le laisser-faire traditionnel, les tergiversations officielles et les faux remèdes à la cuillerée. O suicide insensé de Québec dont la beauté était le principal gagne-pain!

*Les photographies sont de l'auteur.*



**"Perhaps our most important problem in government today is how to . . . bring the three levels of government together in a partnership in which their respective strengths will reinforce one another in a program of concerted and effective action."**

## THE COBWEB CURTAIN

by E. A. Levin

**Can we sweep aside the barrier of fine-spun protocol which inhibits tri-level action to solve our urban problems?**

Our efforts to cope with the mushrooming problems of urban growth are not meeting with notable success. In searching for causes, one question which arises is whether the respective responsibilities for urban planning as they now exist among the three levels of government are appropriate to the scale and complexity of these problems or whether some different arrangement must be found to prevent the growth of our cities from becoming utterly anarchic.

In principle the relationships between the three levels of government as they exist today in the field of urban planning are: that direct action and initiative are the responsibility of the municipality; that the province performs merely a legislative and judicial function, in the sense that it enacts enabling legislation and scrutinizes the proposals of the municipality to ensure that the legislation is complied with; and that the federal government is not directly involved. In practice there is some deviation from these norms in that the province is sometimes involved in the municipal planning operation, usually at the invitation of the municipality, and the federal government is involved in urban development, as will be discussed later in this article. But in the matter of initiative and responsibility for coping with the problems of municipal growth, the principle enunciated above is scrupulously observed.

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The burden which this arrangement has thrown upon our municipalities is described in the following passage from the brief submitted last spring to the national government by the Canadian Federation of Mayors and Municipalities:

"While the municipal governments must continue their independent and self-governing responsibility for local growth and development, and while the provincial governments must continue to exercise their constitutional powers and prerogatives with respect to municipal institutions, it is clear that the revenue resources of municipal governments, even when coupled with the supplementary financial aid which the provinces can make available to them, are insufficient to support the heavy financial costs entailed if our cities and towns are to keep pace with the pyramiding requirements of exploding urban growth, and the consequent urgent need for major programmes of urban redevelopment and renewal."

This brief is another exhibit in the large and growing collection of evidence that our present arrangements for dealing with the problem of urban growth are failing. We are gradually being overwhelmed by the expansion of our cities; our power to impose any sort of discipline over their physical form and dimensions is becoming less and less effective. And it seems that the worst is yet to come. We are assured by the demographers that there is at present a comparative lull in the rate of net family formation, but that by 1965 the bumper crop of babies which we produced during the war years will reach marriageable age, and we shall have a new wave in the flood of families which will spread the tide of cities across the land. With our present rate of planning, and our present pattern of planning responsibility we shall be hopelessly—even disastrously—engulfed.



**"There are no real statutory obstacles in the way; there is only a set of attitudes and habits which was gradually accumulated during our pastoral years but is an inept and inhibiting convention in our present urban situation. It is like a cobweb curtain through whose transparency the common ground may be seen but whose flimsy walls divide the three levels of government from joining their forces in concerted effort. All that is needed to sweep aside the insubstantial barrier is general recognition of the national scale and urgency of our urban problems and the leadership which will take the necessary initiative."**

If we are to re-assert control over our cities and make of them the kind of environment we want, we must give some serious thought to this matter of responsibility and participation in urban development and evolve a concept and a form of organization appropriate to the problem.

### **BASIC ANOMALIES**

I would like to suggest that there are three fundamental anomalies in the present arrangement.

First, the municipalities have the necessary initiative, but are ineffective because they haven't enough money.

Second, the provinces have the necessary power but are ineffective because they see their role as a passive one, do not offer leadership and direction, and have an anachronistic concept of their relationship to urban growth problems.

Third, the national government has the necessary money but its range of participation in urban development is severely limited by both law and custom.

Perhaps our most important problem in planning today is how to resolve these contradictions, and bring the three levels of government together into a partnership in which their respective strengths will reinforce one another in a program of concerted and effective action.

The brief of the Federation deals, quite naturally, with the municipal aspects of the dilemma, and suggests as a solution, new or increased federal grants to municipalities for such items, amongst others, as low-rental housing, urban redevelopment, arterial highways, and sewer and water main installations in new neighbourhoods. The proposals, if implemented, would certainly help to ease the municipal financial burden; they would not necessarily help to ensure orderly municipal growth. Money for the construction of projects and improvements is a basic necessity in the planning process, but equally important is a development policy and a program to ensure that the construction will take place at the right time, in coordination with other developments so that the whole process of growth can advance in an orderly fashion and in the desired direction. Many municipalities are now taking

steps to formulate such policies and programs. But many are still doing nothing, or, even worse, are going through the motions but achieving little. Unfortunately, a significant proportion of municipal development problems today are being generated in areas lying outside of the urban municipalities' jurisdiction—in the fringe lands and inter-urban lands under the jurisdiction of suburban or rural municipalities, or directly under the province. Even the best-intentioned urban municipality can do little to promote orderly growth in these areas where official attitudes are often antagonistic and contradictory to the viewpoint of the larger centre. This kind of problem must inevitably be solved at the provincial level, and indeed some provinces have taken appropriate action. The action, however, has been on a limited scale, and has been taken only after intolerable situations have been created and direct application has been made to the province either for arbitration or for approval to take the necessary steps toward a solution. In our present dynamic phase of development it is disastrous to wait for problems to deteriorate to an intolerable level before solutions are attempted.

### **SOME ASPECTS OF PROVINCIAL NEGLECT**

The provinces who have the power and should be giving active leadership and direction in the planning field have assumed a passive role and are gradually defaulting some of their most important potential to the growing municipal-federal nexus. This may seem a harsh, perhaps even an irresponsible, judgment, but consider these facts:

(1) Not a single provincial government has systematically analysed the directions of potential urban expansion and made provision for this expansion either in terms of a policy for resolving local government differences, or even of guiding that expansion into the areas physically most suitable for urban purposes.

(2) A comprehensive plan together with the necessary policy, powers, and regulations, for its implementation is needed desperately by every one of our metropolitan centres; but because such a plan involves a multiplicity of



local governments it can only be attempted under provincial direction or with provincial participation. Apart from the Ontario experiment in Metropolitan Toronto, no province has yet undertaken such a venture; and even the Ontario government has no positive policy regarding the larger Toronto-Hamilton "conurbation", and presumably will wait until that situation becomes as intolerable as the Toronto Metro situation before it takes any action.

(3) Only one province has even considered the question of optimum size of cities and the complementary notion of new towns and greenbelts and enacted legislation in the hope of keeping the size of towns within manageable limits.

(4) No province, even though it may have the appropriate legislation, takes full advantage of that legislation to control ribbon development along its highways (or for that matter along its waterways). There are still some provinces which take no measures at all. So far there has been no attempt to develop the rash of "new towns" along the St. Lawrence Seaway in the context of a regional plan.

(5) Only one province is attempting to deal with the problem of local boundaries.

(6) Only one province has legislation specifically designed to permit the granting of provincial money to municipalities for slum clearance and urban redevelopment.

(7) It is well known that one province, which embarked on a vigorous program of industrialization, gave explicit orders to the provincial planning officer not to consider industrial development as part of his terms of reference.

(8) In another province, the planning of its greatest urban region containing most of the province's population as well as most of its potentially habitable land is being done by an advisory board with no powers and virtually no budget, and little encouragement or interest from the provincial government.

(9) In still another province, where some of the nation's most productive and specialized-crop lands are rapidly disappearing under the flood of speculative subdivisions, the province has not attempted to assess the long-term economic and social costs, even if only to show that the loss of the land to agriculture may be justified.

The list of omissions could be extended. But these are enough to indicate the extent to which the provinces have devolved initiative upon the municipalities and take virtually no operational and creative part in dealing with the problems of urban development.

I have suggested that their attitude to these problems is anachronistic. It is a habit of mind which derives from the era when our population was largely rural, and the urban centres were small and able to cope more or less effectively with their problems. That era is now over. Henceforth we will become increasingly urbanized, and the passive role of the provinces is no longer either justified or workable.

### STEPS THE PROVINCES COULD TAKE

It would be a major contribution towards the resolution of the anomalies discussed above, if the provinces would now evolve policies of positive action in the field of urban planning. There is much that might be done. The preparation of provincial development plans in which the growth of the urban centres in the province could be systematically coordinated with other land uses would be an undertaking of far-reaching importance. One desirable result of comprehensive provincial planning would be a stimulation and acceleration of municipal planning, since municipal master plans would be required to complete the overall provincial scheme. The municipality must of course still retain initiative and responsibility for its own planning, but in those cases where a municipality might be apathetic or unable, for financial or other reasons, to prepare a plan, the province should offer financial and technical assistance. It is true that most provinces now offer a planning advisory service whose function is to assist municipalities in the preparation of master plans. There is a wide variation in the scale, quality and effectiveness of the service among the provinces which offer it. However, I do not wish to minimize the value of this service, even where it is most severely limited by its terms of reference and its budget. The point I want to make is that even here, the province under present practice must wait upon municipal initiative in asking for assistance, and must offer that assistance in the role of a consultant. If the provincial government were actively engaged in planning it could approach the municipality on its own initiative and offer its assistance in the role of a partner. Furthermore it could consider municipal problems and make proposals in the light of clearly defined planning objectives, and in the knowledge of development proposals throughout the entire province. It would have to deal with fringe area problems as a matter of policy, thus resolving many municipal planning difficulties. With the sharing of initiative by the two levels of government, and integration of their plans, we might achieve greater progress in the guidance of urban growth than at present.

A revision of the whole structure of provincial grants to municipalities so that amalgamations and annexations of rural areas would not carry with them financial penal-



ties would help to solve many fringe-area difficulties. Grants to municipalities for urban redevelopment to supplement those from the federal government would encourage more cities to undertake these necessary projects. The restoration of the municipal planning function to a department of municipal government, where it properly belongs, rather than leaving it in the hands of appointed boards or commissions would correct a grave error of long standing. The revision of zoning legislation to permit interim development control and to provide greater flexibility in the codes and wider discretion on the part of the responsible local authority would greatly assist the administration of municipal plans. There are many other steps which the provinces could take to provide leadership and act as catalyst to the municipalities in the field of urban development. The problem is how to bring about this happy circumstance.

### THE NATIONAL GOVERNMENT'S IMPACT ON URBAN GROWTH

There are two possible ways which readily come to mind. One of these is through direct representations and lobbying by municipal planners and councils. The other is through the help of the federal government. The present government has often declared its intentions, as part of its political philosophy and platform, to pursue a vigorous policy of National Development. Clearly, these statements have not referred to the development of the nation's cities, but to its raw material resources. This is a proper activity for the senior government and has the sanction of historical precedent from the C.P.R. to the St. Lawrence Seaway. Large scale works to make our resources accessible has always been an important function of the national government and will continue to be so. But up to the present we have been a nation of country folk, and urban problems have not been serious enough to trouble anyone except the minority of the population who lived in our few urban centres. We are now overwhelmed by urban problems, and in the prospect of increasing urbanization lies also the prospect of a widened responsibility for the federal government. The building of cities to house the anticipated increase in our population could well be the greatest single development problem which our country faces today, and an acceptable basis for federal participation in this vast project can be devised.

Undoubtedly the conviction is still widely held that the federal government has no business meddling in municipal affairs. The fact is, however, that the federal government is already very much involved in these matters, although still scrupulously respecting its constitutional limits.

### HOUSING, REDEVELOPMENT—AND PLANNING

Through the instrument of the *National Housing Act*, the Federal Government is having a profound effect on the form and appearance of our cities. Half of the new residential construction in the land is financed under the terms of the *National Housing Act*, and must meet the prescribed standards. Federal-Provincial land assembly projects are being undertaken across the country in increasing numbers and here too the senior government is having a marked influence on the development of our cities. But the most direct access into municipal development is afforded the Federal Government through the redevelopment provisions of the N.H.A.

Under these provisions, two cities—Toronto and Montreal—have undertaken redevelopment projects; Toronto's Regent Park South project is now completed, and Montreal's Jeanne-Mance scheme is well under way. Five other cities have published Urban Renewal Studies with financial assistance under Part V of the N.H.A. Three more cities have studies now in progress, a further three have authorization to proceed with studies and four more have passed resolutions to apply for federal assistance for studies. Perhaps not all of these fifteen major cities will actually build redevelopment projects. But it is quite clear that the Federal Government already has a sizeable potential stake in the country's urban growth.

As more and more cities undertake redevelopment studies, a serious defect is coming to light. Most of the municipalities making the studies either do not have any comprehensive city plan at all, or have not advanced very far with their planning proposals. As a result they are examining their redevelopment problems outside of the context of their total planning requirements. There are obvious and serious dangers in this situation. Major road proposals, changing land-use patterns, population growth, and other planning considerations could have serious implications for any redevelopment program, and unless the studies are made within the framework of an overall city plan, their conclusions may eventually conflict with other development needs. Redevelopment is important but it is only a part of the city plan, and should be considered as such along with all the other elements from traffic and land use to legislation and aesthetics, if it is to fulfill its proper role in the development of our cities. Our present legislation does in fact require that the redevelopment proposals be in conformity with an official plan satisfactory to the Federal Minister. This requirement is however given a rather free (and liberal) interpretation because so few cities have proper master plans that a strict insistence on this requirement would virtually put an end to urban redevelopment in Canada. It seems anomalous to think of redevelopment apart from an overall development plan. Nevertheless, the offer of financial help for redevel-



opment, and the lack of any significant help for the larger planning functions has concentrated municipal attention on the lesser issue to the neglect of the total planning process.

### FEDERAL POLICY IN THE U.S.A. AND CANADA COMPARED

In the United States of America, the federal Urban Renewal legislation which corresponds to our N.H.A., requires that before federal assistance is given to a municipality for redevelopment purposes, the municipality must submit a "workable program". That is, the municipality must meet a list of qualifying requirements, which includes such items as a city master plan, operative zoning by-laws, and evidence that it is capable of pursuing its redevelopment proposals to a successful conclusion. Here too, there is a liberal interpretation put upon the requirements. The important difference, however, is that along with these requirements there is made available, under another section of the legislation, financial aid to help the municipality fulfil the requirements of the workable program, even to the extent of federal aid for the preparation of a municipal development plan.

Such assistance is not available under our own *National Housing Act*. But it is evident from the narrow context of most of the Redevelopment Studies so far published (with one or two notable exceptions) that something of the kind must inevitably be introduced. It would, however, be a mistake to follow the American model too closely. One of the characteristics of the American scheme is that the State is virtually by-passed, and arrangements are made between the municipality and the federal government. The same tendency is evident in our own system at present, but not to the same extent. It has already been suggested that it is this very failure to bring together the powers and potential of all three levels of government which is the great weakness of our present urban planning arrangements, and that the provinces must play a more positive role in the growth and renewal of the urban areas under their jurisdiction. If federal grants are made available to the municipalities for the preparation of master plans, they should be complementary to the planning grants from the province, as discussed above. Federal grants, rather than supplanting or by-passing provincial interests, should reinforce and even stimulate them. This last notion is perhaps the key to an appropriate structure of relationships between the three levels of government for dealing with the problems of urbanization. If federal grants were made available to both *provinces and municipalities* for even a few categories of uses, on condition that the proposed projects were part of an overall plan of development, and if help were made available for the preparation of that overall plan, we would be a long step forward toward a solution of our present difficulties.

### HIGHWAYS, WATER AND SEWERAGE

Perhaps the decisive item from the provincial point of view is highways, and from the municipal point of view is sewer and water systems. Each of these requires huge expenditures and each is an essential element in urban growth. Highways are perhaps the most important single element in the whole complex of urban phenomena today. They generate urban growth, attracting, as they do, ribbon development along their length, stimulate new urban locations, establish lines of communication with their attendant traffic problems and are the direct instrument of large scale urban development. The building of new highways, and the re-location and widening of existing highways are responsible for urban redevelopment on a far vaster scale in the United States than the whole of that country's urban renewal program. We shall reach a similar position in Canada before long, and the great potential for creative planning inherent in this situation should not be wasted.

The brief of the Canadian Federation of Mayors and Municipalities has already suggested "Dominion participation in a Joint Dominion-Provincial-Municipal urban arterial highway program aimed at providing a modern network of main through-ways within cities inter-connecting with main provincial, inter-provincial and cross-border highways"; it has also suggested federal assistance to municipalities for sewer and main installations in new neighbourhoods. Perhaps other items might be added, such as bridges, and (as suggested in the House by Mr. J. M. Forgie, the Member for Renfrew North) classrooms, on a per-seat basis. Federal grants in all of these categories should be looked upon not only as financial help for costly projects but as incentives for proper comprehensive planning at both provincial and municipal levels. And, as suggested, grants should be made available for the preparation of the plans themselves.

### TOWARD A THREE-WAY PARTNERSHIP

It is not visualized that the grants would serve as coercive instruments but rather as a means of bringing together the three levels of government for concerted action in a common cause. It is apparent that if the great challenge of urban development during the next twenty-five years is to be met in a positive and creative way, then a three-way partnership must be formed based on the principle that urbanization in Canada is no longer merely a local phenomenon but a national concern requiring appropriate contributions from all levels of government.

The form of this partnership cannot yet be foreseen, but a number of basic conditions may be identified. One of these would be the revision of the *National Housing Act* to permit Federal aid to both municipalities and provinces for a wider range of planning purposes than

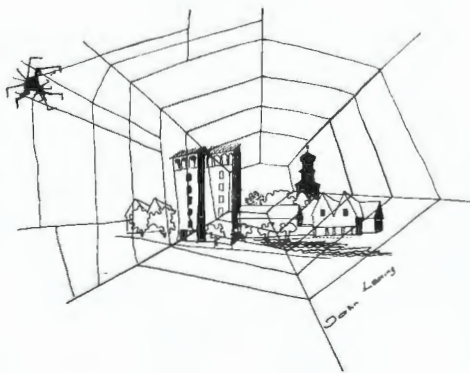


at present. Perhaps the Act should be changed to the NATIONAL HOUSING AND URBAN DEVELOPMENT ACT, to indicate recognition of the fact that housing cannot be considered as separate and distinct from all the other urban development problems. Perhaps the creation of a Federal Department of Urban Affairs would be the most effective way of widening the basis for the senior government's participation while at the same time giving recognition to the national importance of urban development. It may well be that unless the problems of urban expansion are regarded as a matter of national urgency, we shall not be able to concentrate sufficient energy and attention on them to ensure their solution. The Federal Government could make its most effective contribution in stimulating and sponsoring a national urban development program. Only the Federal Government can take a national view of the problem, and can provide the necessary money, and co-ordinating powers to sponsor action on a national scale. Conditional grants to the provinces and the municipalities, to be used for development purposes in the context of comprehensive plans, would form the basis of the senior government's sponsorship. The interest of the Federal Government would presumably have to be protected, and this could be achieved either through federal representation on a formal, permanent, federal-provincial-municipal committee on urban development, or through close but informal liaison.

Another condition of the partnership would be the

preparation of provincial, as well as municipal plans. The municipalities would of course still retain responsibility for their own planning. The provinces would take the responsibility for the general provincial plan and detailed rural, fringe-area and regional plans. The municipal plans would, however, be integrated with the overall provincial scheme, even to the extent of capital budgeting for items of mutual concern such as highways, waterworks, sewerage disposal projects, etc.

But the primary condition would be the recognition of the need and the awakening of enthusiasm for such a partnership. There are no real statutory obstacles in the way; there is only a set of attitudes and habits which was gradually accumulated during our pastoral years but is an inept and inhibiting convention in our present urban situation. It is like a cobweb curtain through whose transparency the common ground may be seen but whose flimsy walls divide the three levels of government from joining their forces in concerted effort. All that is needed to sweep aside the insubstantial barrier is a general recognition of the national scale and urgency of our urban problems and the leadership which will take the necessary initiative. Perhaps with the present Federal Government's avowed concern for National Development, we can look forward to the first steps in the formation of some such partnership as here described. With such a unified approach, the rapid urbanization of our country might well be transformed from an insupportable local burden to a national creative triumph.





A plea for the Province to take the leadership in establishing modern machinery for regional administration and in bringing the three levels of government together on all programs relating to urban development.

## GOVERNMENT FOR METROPOLITAN REGIONS

by Eric Beecroft

*This material is part of an address delivered at the 21st Annual Conference of the Canadian Federation of Mayors and Municipalities at Victoria, B.C., June 2nd, 1958.*

Regional planning by government is new; but regional planning by private enterprise is already an established practice.

The industrialist looking for suitable locations, the developer of shopping centres, the public utility company, the retail chains, the oil companies, and the banks—these institutions find town boundaries of little value in studying the supply of labour, potential consumer buying power, future demand for telephone and electrical services. Such studies are conducted regionally and services are planned and operated accordingly.

Municipal services—though complementary to those of private enterprise—cannot be so planned and executed without exceedingly cumbersome methods of collaboration.

This failure of government has become a serious detriment to both the public and private sectors of our economy. The overall regional planning of land use—and, of equal importance, the overall planning of capital budgets for public as well as private projects—would be of immeasurable value to everyone concerned.

### A Matter of Efficiency and Economy

It is only at the regional level that citizens and their elected representatives will be able to come to grips with the major programs of public works—programs for water and soil conservation, for urban water supply, for sewage disposal, for combatting air pollution, for the preservation of recreation space, for new industrial and residential growth, and, not least, for the mass transit and highway network which determine the basic pattern of the urban community.

Are these works not the basic elements in city-building and city-maintenance under modern conditions? Can we cope with them without a jurisdiction commensurate with the scale of the projects themselves? Which municipalities do we know today which can plan, construct and operate such facilities economically?

### A New Level of Government ?

Most lay citizens — perhaps also most officials — can hardly believe that, even as a result of a technological revolution, they will have to put their minds to the operation

of a whole new level of government, especially when it appears as a threat to time-honoured local institutions. Their "dilemma" has been stated forcefully by the distinguished former Director of Montreal's City Planning Department, Charles-E. Campeau, M.P., writing in the *COMMUNITY PLANNING REVIEW* in June 1958. (Mr. Campeau is here speaking of the citizens of Montreal; but he might as well be referring to citizens of Saint John, Kitchener or New Westminster):

"They build great hopes for the future. They want better streets, better highways, better expressways, great parking garages and car parks, a common system of transport to serve every part of the region, improved zoning and building standards, adequate sewerage and water supply, the prevention of water pollution by provision of a network of purification plants, improved welfare and recreation services, a uniform and effective system of fire and police protection."

"But... they realize that in fact they do not have at their disposal any adequate means by which the facilities they require can be planned, coordinated, financed and administered effectively on a regional basis."

Mr. Campeau goes on to state that

"As one remedy, voluntary cooperation is often mentioned. But the facts show that, up to the present, the system of cooperation, far from having eliminated the anomalies, has operated to multiply them; for it only encourages the fragmentation of jurisdictions in the region, producing the duplication of essential services with resulting economic loss."

Former Mayor Joseph S. Clark, Jr., of the City of Philadelphia (now United States Senator) has spoken forcefully on the same subject:

"We just have to be able to plan land use for the whole metropolitan area if our whole urban civilization is not to fall on its face. And if I may coin a better cliché, we must do something about the ostriches in the azalea belt. Somehow, some way, we must carry home to the people who earn their livelihood directly or indirectly



from the central city that they too, have a vital stake in a metropolitan area solution of the problems their move to the suburbs has helped to create."

In the U.S.A. recently, President Eisenhower's Commission on Intergovernmental Relations has taken a special interest in metropolitan areas. After studying civil defence and urban vulnerability and housing and urban renewal, it asks for "the creation of metropolitan planning authorities" and urges the states to provide financial and technical assistance for this purpose wherever possible. It is especially noteworthy that one of the principal reasons for this improvement in government in metropolitan areas is, as explained by the Chairman of the Commission, Hon. Meyer Kestnbaum, to "simplify Federal-State-Local relations and co-operative arrangements."

### Forces making for regional government

What accounts for the sense of urgency implied in these statements?

There has been in recent years a remarkable convergence of almost irresistible forces. These forces are numerous as well as powerful:

#### (1) Population Growth

Every adult and school child in Canada has now heard that population growth is "burgeoning" and "explosive"; that almost everyone (80% of Canadians by 1980, says the Gordon Commission) will shortly be living in cities and towns of over 1000; that only 9% in 1980 will remain resident on farms in rural areas; that over half of us by that year will be living in metropolitan areas of over 100,000. We have also been told that about 2000 square miles of territory will be urbanized in the same period of 22 years ahead. Let us think of this in terms of public utilities (above and below ground), roads, streets, industrial plants, stores, office buildings and homes covering nearly 100 square miles per year and realize what a job of capital budgetting we have ahead of us.

#### (2) Highway Programs

Highway programs, now conceived on a large scale, are forcing the issue of regional planning.

As long as possible we procrastinated in dealing with the traffic problem, partly, let us note, because our municipalities in their existing multiplicity and separateness, have been severely handicapped in trying to devise the basic remedies of highway improvement and public transit.

But today, this is one of the problems of urban development on which national and provincial (and state) governments are taking a very active initiative. Our preoccupation with the automobile and its movement has caused a great wave of interest in highway building, particularly in the United States, and in Canada in the more densely populated areas.

In the face of this "challenge" or "threat" of highway building, municipalities are becoming acutely aware of the impact which such building could have on the future pattern of urban growth. Meeting after meeting on this subject is taking place in the United States, and it will be a major topic at our own Planning Conferences in the near future.

Some of the questions asked are:

Is the future shape of our regional city to be determined now on the planning boards of highway engineers, before adequate thought has been given to the future location of industry, the choice of regional parks, the selection of appropriate sites for housing, the preservation of suitable areas for agriculture, forestry, and the conservation of water resources?

Should we build expressways before we "re-plan the inner city for pedestrian circulation and... rebuild and extend our public forms of mass transportation"? (This question is discussed by Lewis Mumford in the *ARCHITECTURAL RECORD*, April 1958.)

In finding the shortest distance between two points, or whatever is the best engineering solution for the highway layout, are the highway builders going to take the best land of the river valleys which may also be the lands most valued in the future for recreation space?

What will happen to the scenic qualities of the landscape, so important to the value and usefulness of adjacent property, for both public and private use?

What will be the displacement of agricultural land and the consequence of that loss on the food supply of the region or the nation?

There is a sudden realization that we are not putting first things first and that it would be a tragic mistake to fail to produce a regional plan of development before we lay highways which—more than any other factor—will determine the pattern of development for generations, perhaps centuries, to come.

Many influential people, particularly in the U.S.A., have been shocked into this line of thinking. To mention only a couple of symptoms, there is the magazine *FORTUNE*'s much-quoted article on *URBAN SPRAWL* by William H. Whyte Jr. in its January 1958 issue, and there are the many carefully-prepared statements made at the Conference sponsored last September by the Connecticut General Life Insurance Company in Hartford. That Conference, attended by distinguished experts from many fields of American government and business, dealt exclusively with the theme: *THE NEW HIGHWAYS: CHALLENGE TO THE METROPOLITAN REGION*. (Bulletin No. 31 of the Urban Land Institute, Washington, D.C.)

#### (3) Water and Soil Conservation

Our interest in the conservation of soil and water resources has been greatly intensified with the passing of time. From the viewpoints of agriculture and forestry, these problems have gained more and more attention. But from the municipal viewpoint also, the dwindling water supply for an increasing population directs attention to the same problems. Added to these needs are those arising from the demand to conserve recreation space, since not only population but leisure time is increasing greatly—and expected to increase still more in the future. We now know that all of these needs are related and that they can be met only by regional planning of land use.



## (4) Agricultural versus Urban Land Uses

Without regional planning and regional government, urban uses of land have probably in many cases been given a priority over agriculture which they do not deserve. Agricultural production cannot be lightly abandoned; we will have many more, not less, mouths to feed in this country. This has become a critical issue in many parts of Canada. So we now know that we must weigh agricultural uses against those for homes, industry and highways, and that it is impossible to do this—or to adopt adequate measures to implement a land use plan—except with a responsible regional authority.

## (5) Need for Federal-Provincial-Regional Cooperation

Another force underlying the movement toward metropolitan government is the increasing participation of Provincial and Federal Governments in urban public works. On these matters, for reasons already mentioned, local governments cannot deal effectively with the senior levels. The Federal and Provincial works having an impact on urban development are nearly all of the type which require a regional planning perspective: airports, highways, railways, urban renewal and housing. It seems to be axiomatic that such senior level programs should not be formulated without consideration of their effect on the pattern of urban growth. It follows that there must be coordination of these urban-oriented programs at the Federal and Provincial levels and between the two. But I suggest that it is even more urgent to have strong regional governments well equipped to study the impact of such programs and to negotiate knowledgeably and efficiently in behalf of the urban areas. I suggest that this is one of the most impelling reasons for expediting the establishment of metropolitan regions.

## (6) Housing and Urban Renewal

As the housing shortage is felt more acutely, and as central area redevelopment proceeds, with a resulting need for a program of relocation, it will be found that such a program can only be planned and carried out satisfactorily on a metropolitan basis.

Even our limited experience in redevelopment so far makes it quite evident that much difficulty will arise unless we treat housing as a problem of the entire urban area. American experience supports this view; already the National Government in the United States has (through the HHFA) authorized \$5 million to be granted, on a matching basis, to state metropolitan or regional planning agencies for planning assistance covering entire urban regions. (I understand that as a direct result of this aid being authorized, the number of regional planning agencies in one State — Pennsylvania—more than doubled in one year, 1955-56).

## (7) Regulation of Land Development

As the cost of unplanned urban sprawl is better understood, there is a strong determination in many areas to regulate land development in the interest of building compact, economically-serviced communities. Public programs for acquiring and servicing land or for adequate control by zoning will be adopted as a means to assure approved uses—e.g. to expedite the sound location of both housing and industry and to minimize the land speculation which not only impedes building but hurts both the farmer and the urban

taxpayer. Without a regional land-use plan, such programs could not be prepared; and, in my opinion, without a regional government authority, it would be very difficult to carry them out.

## (8) Cut-throat Competition for Favorable Assessment

Another factor making for regional government is the readiness to abandon the disastrous competition among municipalities for industry-without-housing. This cut-throat competition has taught us that, in the long run, nobody wins such a war and that there must be one overall responsibility in an urban region for both industrial and residential location. We cannot have industry without housing and schools, and we cannot have housing and schools without industry.

There are many situations in both Canada and the United States where, as Dennis O'Harrow (Executive Director of the American Society of Planning Officials) puts it, "taxes of the factory in suburb A cannot be used to pay for the education of the factory's own employees' children because the employees live and send their children to school in suburb B."

This is one of the follies that we now know we cannot afford any longer. That it has persisted so long is all the more astounding when we reflect that this separation of industry and employees is one of the principal causes of our mass transportation crisis, costing us millions of dollars as taxpayers and travellers. Surely the "journey to work" problem — so important to our family well-being as well as to our civic finance — can be alleviated in some measure when we succeed in conducting government and land-use planning on a regional scale.

(This problem was thoroughly studied by Alberta's McNally Commission — the Royal Commission on Metropolitan Development of Calgary and Edmonton — whose report is very enlightening on the need for making our metropolitan administration wide enough to cover the areas of potential industrial and residential development for many years ahead.)

## (9) The Failure of Voluntary Cooperation and other Substitutes for Metropolitan Government

I have already quoted Mr. Campeau's statement regarding the failure of the voluntary devices of inter-municipal cooperation. They have simply not produced the dynamic action required. If we want public services to be undertaken when they are needed and operated efficiently, we must stop resorting to makeshift devices that would rightly be scoffed at by any administrator in private enterprise.

A word should be added about annexation. This process also has proved inadequate to adapt local government boundaries to the realities of urban growth. Usually it has been used too late! It has often followed a period of unplanned growth, during which the annexed area has been the scene of wasteful urban sprawl. As one expert, Donald Rowat, puts it, the door was locked after the horse was stolen. In some cases, notably in Windsor and Montreal, whole municipalities were annexed by the central city, only after it became necessary to assume their debts — debts resulting in many cases from unplanned development of housing and municipal services.



Considering the pace of urban growth in many areas, we can now see that for a long time to come piecemeal annexations cannot be better than a minor palliative.

### SUGGESTIONS

Now that these "irresistible forces" making for regional administration have been reviewed, let us try to point up a number of suggestions.

(1) **APPLYING DEMOCRACY WHERE IT IS MOST NEEDED.** We do not have to abandon all present local functions; and the question of changing boundaries or making adjustments by annexation or amalgamation is not a major question. The real requirement is to set up a second tier of metropolitan government—what will be its essential functions (most of these are already quite clear to us); on what principles to outline its boundaries; and on what basis to constitute its Council and its administration. We are not abandoning local government nor undermining the cradle of democracy nor destroying community spirit. On the contrary, by linking our local governments to new institutions which can cope with the vital regional issues, we will enable voters to define and debate issues which cannot now be handled at all through existing channels. Local governments will be able to see their own problems much more clearly in the regional framework. One of the great causes of apathy and frustration will be eliminated, and the vitality and interest of the electors will be released in purposeful debate.

Far from smothering community spirit, we will be applying democracy at the new level where it is most needed—to assure a sound and acceptable program of capital works which cannot, under conditions of modern technology, be planned and executed efficiently except at that level. I do not underestimate the difficulties of the task; but I cannot doubt that it must be undertaken. The only alternatives are, on the one hand, intolerable chaos and frustration arising from the too-narrow scope of existing municipalities, and, on the other hand, centralized planning and administration by provincial or national governments.

(2) **REGIONAL ADMINISTRATION.** The important unsolved problem of the second tier is how to administer its vital responsibilities, both democratically and efficiently. It is to this problem of regional administration that a great part of our resources for government research should be directed. We should insist that both citizens and experts should give it a large share of their attention in the immediate future. A good part of our textbooks on government will have to be rewritten, and new research focussed on the metropolitan region. Up to the present, there has been a vague notion that the metropolitan federation idea is only an interesting, perhaps passing experiment in Toronto resulting from a most unusual growth. We'll have to persuade the public and the Universities and the Foundations that this problem of regional government arises now, *not only in the giant metropolis, but wherever there is a cluster of urban, semi-urban and potentially-urban municipalities faced with the problem of equipping themselves with highways, water supply, airports, public transport, power, communications and recreation areas; locating their industry and housing for the convenience of all; and coping efficiently with their redevelopment programs.*

(3) **PHYSICAL PLANNING AND CAPITAL BUDGETTING.** In this study of metropolitan administration, the primary objective

should be the ways and means of employing long-term physical planning and capital budgetting and establishing the machinery necessary to operate or supervise the operation of metropolitan services. The new emphasis which is particularly required is on the physical planning and capital budgetting. It is to get this work done and to operate services in accordance with such plans that we are erecting the second tier.

(4) As to the **METHODS OF ELECTION AND REPRESENTATION** in a metropolitan government, let us admit that here too we need a great deal of careful study and debate by both citizens and experts—as soon as possible. Should the members of metropolitan councils represent municipalities or should they be elected in metropolitan ridings, representing electors directly? There are reasonable views on both sides of this issue which should be freely aired. But on one point, may I for the purpose of discussion make one emphatic suggestion: Let us re-apply at the level of the metropolitan council the practical, time-tested British practice of responsible cabinet government; let the Council, like our Parliaments, have a strong unified responsible leadership—none of the confusion which results from a separately-elected Mayor or Chairman.

(5) **PROPERTY ASSESSMENT** must be uniform on a regional basis and there must be an end to the cut-throat competition between neighbouring municipalities for favorable assessment. Housing, utilities and schools must go forward with industry; they are not only interdependent but essential to the progress of the region.

### What is a Metropolitan Region? Role of the Province

Now you will be thinking that I have evaded a definition of the region. I don't pretend to be able to suggest a fool-proof definition. At best we are going to have to be satisfied in practice with imperfect regional boundaries, just as we are now so amazingly tolerant of our hodge-podge of local boundaries.

Should the Province allow municipalities a fairly free choice so that they can group themselves as they see fit? This method, if you like, is at one extreme. The objection to it is that one or two recalcitrant municipalities can wreck the whole scheme. (The Alberta Royal Commission—the McNally Commission—wrestled long with this problem in dealing with the Edmonton and Calgary areas.) Furthermore—and this is really a fundamental point—the rural municipalities which are destined for *future urbanization* would probably refuse to join. Yet regional planning of land use would be ineffective without their cooperation. We cannot emphasize too strongly the importance of their participation; and *we will be severely handicapped in conducting government unless the Province in the last resort is prepared to see that not only the semi-urban but the potentially-urban municipalities play their full part in regional planning of land use—and in enforcing the plan.*

The Province must not only be the ultimate arbiter; it must take responsibility from the start for studying thoroughly the entire problem of regional boundaries.



In intensively-urbanized areas, such as that of Greater Toronto and Greater Hamilton where two or more large urban clusters interlock, or where there is a continuous linear development between urban nuclei — as there almost is between Oshawa and Niagara Falls or between Hamilton and Windsor — how can we define regions on some rational principle? Should the whole area of Greater Toronto and Greater Hamilton be one region?

I don't know the answer. I know only that we must bring the subject into the open and debate it. And I hope fervently that we do not have to install both metropolitan and, on top of them, some kind of regional authorities. That is surely more than human patience and ingenuity could cope with.

To avoid such confusion and to allow for the rapid growth of the future, I do suggest that it will be necessary to define metropolitan regions more generously than has been done in the case of metropolitan Toronto. There we can already see that the appropriate planning area is gravely inadequate to consider such problems as highways, water and soil conservation, regional parks, and, perhaps also, future industrial and residential development. In saying this, I do not think I am being unduly visionary; for within the lifetime of most of Greater Toronto's present inhabitants, their urban region will extend northward to Lake Simcoe, eastward beyond Oshawa, westward into Greater Hamilton from which it will be indistinguishable, and north-westward into a large agricultural area to absorb many smaller communities, new and old.

Let us remember that — so long as we make the best effort we can and seek patiently for acceptable compromises — imperfectly-defined regions for government will be vastly better than the perilous governmental vacuum which we have now.

No metropolitan region should be defined without a period of thorough study in which the utmost expert analysis will be applied and in which both the Province and the municipalities concerned will have a full voice.

\* With the possible exception of P.E.I., due to its predominantly non-urban, non-industrial character and small area and population.

## Where does the Responsibility Lie?

Who will initiate the formation of these regions? There can be only one answer: the Provincial Government.

Within 10 years — perhaps only five — every Province in Canada \* will have an agency whose responsibilities will be something like the following. (This work might just as well be started now, to be done with thoroughness, to save immense resources of money and energy, and to expedite a sound development of our national economy.)

(1) To undertake the basic research and analysis required to facilitate a workable definition of boundaries and functions for metropolitan regional governments.

(2) To take charge of the equally thorough process of consultations and conferences with municipalities and civic bodies which will lead up to the actual decisions regarding boundaries — decisions to be drafted on the basis of the research mentioned in (1) and the consultations mentioned in (2), but to be confirmed or enacted by the Province.

(3) To see that the impact upon urban development of every National and Provincial Program (housing, urban renewal, airports, highways, railways, water conservation, new towns, etc.) is carefully studied by all Provincial agencies having an interest and that, in full cooperation with the municipalities concerned, such programs are coordinated in the interest of sound development in the Province.

(4) To assure — directly, or through appropriate Provincial agencies — that technical information and, where necessary, technical services, are given to municipalities for the furtherance of their town and regional planning and, in this connection, to assist them in installing sound methods of capital budgeting. (In several Provinces, such information and services are now being given; very likely they will be greatly expanded, possibly as in the U.S.A. with matching Federal funds, inasmuch as the Federal Government, along with the Province, will have an increasingly large investment in public works, highways, housing and the utilities associated with housing, and urban redevelopment.)

This Provincial Planning agency, because of its very nature, should be attached to the Office of the Premier of the Province.

## REVUES — REVIEWS

**Photographies aériennes et aménagement du territoire**, par A. Burger. Librairie Dunod, 92, rue Bonaparte, Paris. 1957. 136 pages, avec 105 illus. 1700 francs.

Cette étude présentée en 1957 à l'Institut d'Urbanisme de l'Université de Paris y a suscité en vif intérêt, la référence à Monsieur Robert Auzelle professeur et Urbaniste en Chef du Ministère de la Reconstruction et du Logement qui l'a patronné, suffit à nous convaincre du choix judicieux de Monsieur A. Burger.

Le ton de cet ouvrage ne surprendra personne quand on saura qu'il est une thèse et que ceci sous-entend une défense et une illustration poussée du thème choisi. Il n'est pas question ici d'impartialité et si Monsieur Burger a choisi d'être subjectif c'est tout à l'avantage du sujet traité.

L'ouvrage est un exposé sur la photographie aérienne. On y étudie:

- (1) les photographies aériennes et leur interprétation, les photographies aériennes à petite et moyenne échelle.
- (2) les photographies aériennes à grande échelle.
- (3) les autres échelles et les conditions de prise de vues aériennes, enfin, les méthodes d'enquêtes urbaines en découlant.

Les premières pages sont un prétexte à revision de nos connaissances générales sur l'emploi de la photographie aérienne. Pour ce faire, l'auteur utilise des photos de diverses villes ou ensembles urbains ou encore monuments publics susceptibles de nous rappeler toute la souplesse qu'implique un semblable procédé d'investigation.



Il ne nous entraîne pas dans des dissertations compliquées. Il évite les exposés longs et fastidieux sur les techniques photographiques, le mécanisme d'optique complexe des appareils utilisés, et les méthodes variées de reproduction ou d'agrandissement des documents aériens. Son travail se limite à des données générales, exposées clairement. Écrit pour le praticien, il lui fait connaître les richesses d'enseignement que recèle la photographie aérienne en énumérant systématiquement les multiples applications qui peuvent en être faites telles que les études sur les sols, les cultures, les récoltes, la forêt, la topographie, les bassins de drainage, la morphologie des villes, le trafic, l'utilisation du sol, l'architecture urbaine, l'aménagement paysagiste, ainsi que des renseignements précieux pour des travaux de sociologie, d'économie, d'archéologie, de géologie, etc., etc.

Dès qu'il aborde le corps même de son étude ou, si l'on préfère, la présentation et la défense du procédé photographique, il délaisse les divers exemples du début et s'attache à une seule expérience, celle du relevé photographique aérien de la ville de Colmar (dans le Haut Rhin). Ceci rend vite familière la ville ainsi traitée et le public non technicien aura ainsi infiniment plus de facilité pour suivre l'exposé de Monsieur Burger.

Monsieur Burger laudateur du procédé photographique aérien considère que ce document est plus utile que le plan topographique. Ce pourquoi nous ne lui emboîtons pas le pas sans restriction.

Il en est le complément nécessaire, certes il lui confère la vie et apporte un luxe de détails que le tracé du plan topographique ne possède pas, mais il n'en a pas la rigueur technique et est moins directement utilisable que ce dernier.

Nous ne disputerons pas sur ce sujet et dirons avec Monsieur Burger que plan topographique et photographies aériennes à 1/5000 et 1/25000 ou si l'on préfère à sensiblement, 400' et 2000' = 1" sont les éléments de base permettant d'entreprendre avec toute la précision souhaitable l'étude urbanistique d'une ville.

Monsieur Burger appuie il est vrai sur la nécessité de l'utilisation des deux vues d'un couple stéréoscopique et non

pas comme cela se pratique souvent, par l'étude d'une simple photographie aérienne.

Il est à noter cependant que l'examen sur place nous dit Monsieur Burger est absolument nécessaire et la parfaite connaissance de la ville ou de la région étudiée ne peut être remplacée par l'étude poussée de photographies prises dans des conditions optima de réussite.

Monsieur Burger par de nombreux exemples édifiants nous montre les possibilités d'introspection de la photographie aérienne dans le domaine sociologique. La photographie aérienne est donc, à son avis, un document de base également pour le sociologue et il évoque à cet effet, la nécessité sans cesse plus palpable de la coopération de l'urbaniste, du sociologue, de l'ingénieur, de l'économiste et de l'architecte.

Monsieur Burger nous situe, malgré tout, les limites de la photographie aérienne: "Il faut néanmoins se garder d'un enthousiasme exagéré, ce serait une erreur de considérer le document aérien comme une panacée".

Et nous concluons avec Monsieur Burger: "La photographie aérienne est appelée à jouer un rôle capital dans les recherches urbaines, du point de vue pratique, son emploi se traduit par plus de rapidité, d'économie, de précision, d'authenticité des renseignements. Ces avantages placent la photographie aérienne au premier rang des outils de l'Urbaniste".

A noter que l'ouvrage de Monsieur Burger est abondamment illustré, il gagnerait cependant en intérêt si les clichés de photogravure étaient de meilleure qualité. A signaler une abondante bibliographie susceptible de rendre de singuliers services aux membres de l'Association Canadienne d'Urbanisme que le sujet intéresse.

PHOTOGRAPHIES AÉRIENNES ET AMÉNAGEMENT DU TERRITOIRE, étude concise, conduite avec méthode, et qui sait montrer aux non techniciens soucieux de l'expansion urbaine et régionale tout le parti qu'on peut tirer de la photo aérienne.

La lecture de cet ouvrage est à recommander vivement.

BENOÎT J. BÉGIN et GEORGES ROBERT

TROIS-RIVIÈRES.

*Une section d'Edmonton, d'une altitude de six mille pieds, donnent une échelle de neuf cents pieds au pouce. Une telle photographie peut être employée pour la préparation de cartes à grande échelle en urbanisme et aménagement de terrains, l'emplacement des chemins de fer, etc.*

*A section of Edmonton, from 6,000 feet, giving a scale of 900 feet to the inch. Such photography can be used for preparation of large scale maps for city planning and pre-engineering for utilities, subdivisions, railroad locations, etc.*

*Photo: Courtesy of Spartan Air Services Limited, Ottawa*





**A Study of the Relationship between Mental Health and Residential Environment**, by Richard W. White. A thesis for the Department of City and Regional Planning, Massachusetts Institute of Technology, Cambridge 39, Massachusetts. 87 pages, mimeographed, including bibliography. 1957.

Do modern suburbs contribute anything to the psychological well-being of the residents? Do public housing projects encourage productive living? Or, do our modern residential environments provide weatherproof shelter and sanitary bathrooms at the expense of the less obvious but no less vital human needs? Are we building ourselves a mental health problem that will take more than guaranteed mortgages and bulldozers to solve?

These questions have been receiving an increased amount of attention lately. *THE ORGANIZATION MAN* and *THE CRACK IN THE PICTURE WINDOW* are two of the more popular books devoted to this subject. Richard W. White, of the Department of City and Regional Planning at MIT's School of Architecture and Planning, recently submitted a thesis entitled *A STUDY OF THE RELATIONSHIP BETWEEN MENTAL HEALTH AND RESIDENTIAL ENVIRONMENT* for his degree of Master of City Planning. He has produced an interesting, well-organized report and he has assembled a comprehensive bibliography of over seventy books, magazine articles and studies concerned with this topic. This feature alone makes his thesis a most valuable acquisition for anyone undertaking a similar study.

Mr. White discusses the general psychological needs of the individual and selects those which have a direct relation to the physical environment. He considers conflict situations that either arise out of or are aggravated by the residential surroundings. He also discusses the influence of services and facilities in assisting family development and fulfilling the needs of the individuals within it, as they develop and change from youth to old age. Finally, with these considerations in mind, Mr. White examines two kinds of residential environment where planners and architects are called upon to make decisions: "package communities" or large suburban developments and public housing.

He finds that in many respects both types are unsatisfactory and that the human dimension is getting lost in the shuffle. Individual human needs vary considerably not only from one age group to another but from one individual to another, and it is when this well-known fact is ignored that unhappiness arises. To correct this unhealthy situation, architects and planners must provide for an element of freedom of choice and variety in residential design.

The author admits that he is not a psychiatrist and that he has to accept, without conclusive proof, the ideas and assumptions of those working in mental health research as to what forces influence mental health. Nevertheless, he hopes that his report will encourage architects and planners to look beyond the exterior appearance of their designs to the human being who lives there, both as a part of a family and as an individual.

Copies of this thesis may be obtained from the National Institute of Mental Health, Public Health Service, U.S. Department of Health, Education and Welfare, Bethesda 14, Maryland, U.S.A.

OTTAWA.

JENNIFER R. JOYNES

**L'habitation et le capital social**, par Yves Dubé, J. E. Howes et D. L. McQueen. Commission royale d'enquête sur les perspectives économiques du Canada, Ottawa, 1957, 187 pages. \$2.50.

Parmi les importants travaux suscités par la Commission Gordon, la présente étude retiendra tout particulièrement l'attention de ceux que préoccupent l'aménagement du territoire, l'urbanisme et l'administration publique en général. Il s'agit là d'un document qui rassemble les fruits d'importantes recherches pionnières dans un secteur de notre économie où la rareté des tentatives antérieures et la limitation des sources statistiques rendaient la prévision singulièrement difficile.

Le auteurs de l'étude se proposent d'évaluer les investissements que le Canada consacrera vraisemblablement à l'habitation et au "capital social" au cours d'une période débutant en 1955 et s'étendant jusqu'à 1980. Reproduisons tout de suite la définition de ce concept vague de "capital social", telle que formulée dans le rapport: "Le capital social comprend les biens-capitaux à l'égard desquels la société comme telle, par le truchement des gouvernements et des autres institutions de caractère public, désire assumer une responsabilité directe et permanente". Cette définition reste sans doute trop large, puisqu'elle n'exclut pas, comme le souhaitent pourtant les auteurs, les biens-capitaux que possède l'Etat dans le secteur proprement industriel (capital industriel). Il faut donc se reporter à l'énumération des éléments qui forment, dans la présente étude, le contenu du "capital social": "les écoles et les universités; les églises et autres édifices religieux; les hôpitaux; la voirie; les aérodromes; les services d'eau et d'égout; d'autres édifices et installations qui ressortissent à des institutions publiques et à des ministères gouvernementaux". Quant au domaine de l'habitation, il est plus facile de le circonscrire avec précision: entrera dans cette catégorie toute dépense en vue de la construction ou d'une amélioration importante de logements, qu'il s'agisse d'une initiative privée, publique ou mixte.

Au Canada, les immobilisations au titre de l'habitation et du capital social ont augmenté, de façon irrégulière, du niveau annuel moyen de 77 dollars (en dollars constants de 1949) par habitant durant les années 1926-30 au niveau annuel moyen de 116 dollars par habitant au cours de la période 1951-55. Les investissements de cet ordre ont donc augmenté plus rapidement que la population: signe d'une transformation du mode de vie canadien, cette tendance à la hausse s'explique plus précisément par l'urbanisation croissante du pays. Les auteurs le soulignent à juste titre et à partir de l'analyse de l'évolution récente, ils concluent à la nécessité d'accorder une place centrale, parmi les critères sur lesquels doivent s'appuyer leurs évaluations, à des prévisions relatives au processus d'urbanisation du Canada au cours des années qui séparent 1951 de 1980.

Selon les perspectives proposées, la population urbaine du pays formerait 79% de la population totale en 1980, alors que la proportion s'établissait à 62% au recensement de 1951. Une telle évolution, tout à fait vraisemblable, impliquerait une diminution de la population rurale agricole atteignant 11% et une baisse de 6% dans les effectifs de la population rurale non agricole.

On pourrait sans doute discuter longuement les hypothèses adoptées à propos de la répartition future de la population



dans les diverses catégories d'agglomérations urbaines. A-t-on, en particulier, présupposé, en se reportant peut-être implicitement au modèle américain, que le développement urbain du Canada devrait traverser exactement les mêmes phases; on aurait ainsi surestimé l'attraction des grandes zones métropolitaines au cours des années 1951-1980. A-t-on sous-estimé, par ailleurs, le dynamisme des villes moyennes, susceptibles de tirer largement profit de la décentralisation industrielle et d'une décentralisation résidentielle? De nombreuses questions seraient ainsi à débattre, mais quelle que puisse être la divergence des points de vue, on s'accordera sûrement pour reconnaître l'ampleur des répercussions qu'entraînera l'évolution urbaine jusqu'en 1980.

La prévision des investissements en matière d'habitation et de capital social se fonde, d'une part, sur l'accroissement prévu de la population. Elle repose, d'autre part, sur un choix de critères ou de normes à partir desquels sont estimés les besoins de cette population croissante. Un tel choix posait des problèmes encore plus complexes que celui d'une prévision relative au volume et à la répartition de la population. Les normes utilisées pour les calculs sont, dans l'ensemble, celles qui semblent prévaloir aujourd'hui. Sauf en ce qui concerne l'habitation, on a opté pour une conception statique du besoin. Si l'on se reporte aux conclusions d'une autre étude préparée à la demande de la Commission: *Production, travail et capital dans l'économie canadienne*<sup>1</sup> on constate que le niveau de vie du Canadien pourra avoir augmenté dans une proportion voisine de 66% entre 1955 et 1980. Dans quelle mesure une telle croissance modifiera-t-elle les normes actuelles des besoins? Les auteurs de l'étude qui nous occupe présentement ont adopté devant cette question une attitude très prudente; l'accroissement du niveau de vie n'intervient que sur le plan des normes relatives à l'habitation: on fixe à 7% seulement la hausse attribuable à une amélioration qualitative de la construction, par suite de l'augmentation du revenu moyen. Il est malaisé d'en tenir rigueur aux auteurs, en raison de l'absence de données quelque peu sûres quant à l'évolution probable des besoins et quant au rôle futur de la collectivité, comme telle, par rapport à la satisfaction des besoins. Hormis le cas de l'habitation, les calculs représentent des investissements "démographiques" (Sauvy), c'est-à-dire des investissements strictement nécessaires pour assurer, selon les normes actuelles, la satisfaction des besoins créés par la croissance de la population—compte tenu de sa répartition dans les divers secteurs de l'habitat. C'est ainsi que les calculs révèlent finalement une baisse de la proportion de la dépense nationale brute consacrée à l'habitation et au capital social: d'une moyenne annuelle de 9.2% entre 1951 et 1955, cette proportion passe à 6.6% en 1980. Il y a là l'indication qu'un effort plus grand pourra être poursuivi pour améliorer les services collectifs et l'habitation, sans qu'il y ait modification de la structure présente de la dépense nationale.

Il n'est pas possible de passer ici en revue les diverses prévisions particulières qu'élaborent les auteurs: on ne saurait, dans un court compte-rendu, multiplier les précisions qui, seules, pourraient refléter l'intérêt et le caractère rigoureux des analyses. Nous avons rassemblé les données finales dans le

Tableau. Pour la période 1956-1980, on prévoit les immobilisations totales de 91.2 milliards de dollars, dont 43.7 milliards (48%) au titre de l'habitation et 47.5 milliards au titre du capital social.

**Prévision: immobilisations au titre de l'habitation et du capital social, Canada, 1956-1980.**

(en milliards de dollars de 1955)

<b>Habitation</b>	43.7
<b>Capital social</b>	
Hôpitaux	2.7
Ecoles et universités	4.2
Voirie	19.5
Canalisations d'eau	2.4
Canalisations d'égout	2.7
Aérodromes	1.3
Eglises	1.5
Autres édifices	8.4
Autres genres de construction	2.5
Autres genres de machine et d'outillage	2.3
TOTAL: CAPITAL SOCIAL	47.5
TOTAL GLOBAL: HABITATION ET CAPITAL SOCIAL	91.2

SOURCE: L'HABITATION ET LE CAPITAL SOCIAL, tableau 59, p. 173.

Il va sans dire qu'il faut lire cette prévision, comme on nous en avertit, avec "la plus grande prudence et la plus grande réserve" puisque "à l'instar d'autres prévisions de la Commission, elle s'appuie sur l'hypothèse qu'il n'y aura pas de guerre totale, ni de crise économique de l'ampleur de celle des années trente, ni de modification importante de la politique gouvernementale qui pourrait influencer sur l'essor économique".

\* \* \*

La prévision, on l'a souvent répété, n'est pas une prédiction ni une prophétie, mais un instrument de recherche en vue d'orienter l'action, une technique essentielle à la mise au point de politiques de développement à long terme. Il n'entraîne pas dans le dessein des auteurs de L'HABITATION ET LE CAPITAL SOCIAL de souligner les problèmes suggérés par leurs investigations ou de proposer des politiques inspirées de leurs analyses. C'était là un rôle que se réservaient les commissaires: on trouvera leurs vues à ce propos dans le Chapitre 15 du RAPPORT FINAL. C'est là aussi une fonction que doivent assumer à leur tour les administrateurs publics—à tous les échelons: il leur revient de résoudre les problèmes dont on leur a révélé les dimensions, de prévoir dès maintenant comment il faudra satisfaire les besoins que créeront l'évolution démographique et la croissance urbaine au cours des années à venir. Ils ont même le privilège de "contredire" les auteurs des prévisions, en mettant en œuvre des politiques dynamiques, susceptibles d'améliorer constamment, et plus que ne l'exige la seule croissance de la population, la qualité des services fournis à la collectivité. Ainsi qu'on l'a vu plus haut, un tel progrès au bénéfice de l'ensemble de la population sera possible sans qu'il soit nécessaire d'affecter à cette fin des sommes dépassant la proportion de la dépense nationale que le Canada consacre actuellement aux immobilisations dans les secteurs de l'habitation et du capital social.

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<sup>1</sup>Voir: Commission royale d'enquête sur les perspectives économiques du Canada, RAPPORT FINAL, Ottawa, 1957, Chapitre 16.



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